

CITY OF PORTERVILLE 2003-2008 HOUSING ELEMENT

March 2004

City of Porterville
Community Development Department
291 North Main Street
Porterville, CA 93257

Consultant to the City:
Cotton/Bridges/Associates
A division of P&D Consultants
800 E. Colorado Blvd., Suite 270
Pasadena, CA 91101

REPRO/COPIES	01-801	\$10.00
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2003-2004 HONORARY FELLOWSHIP
OFFICE OF PORTLAND

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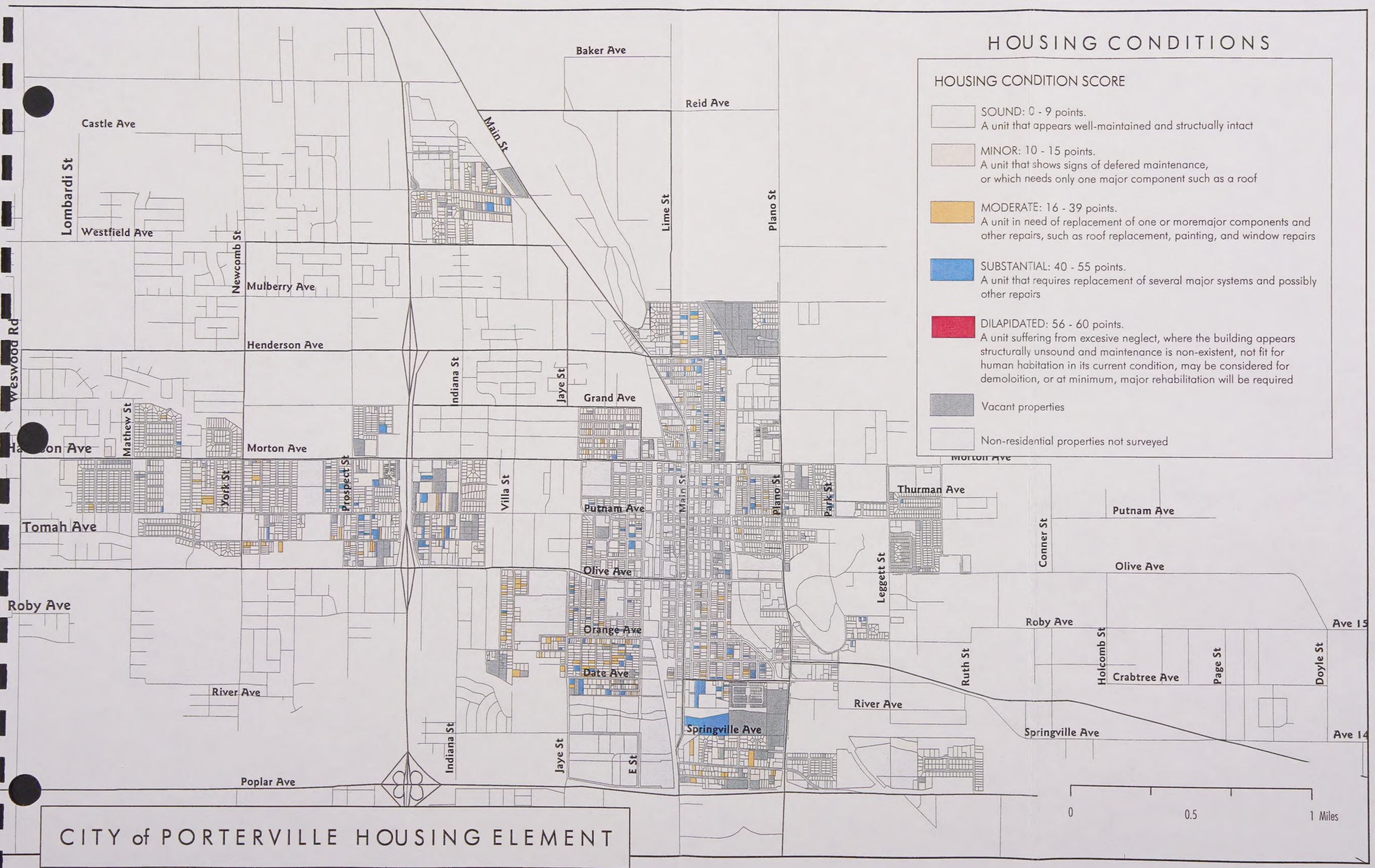
The following is a list of the
Honorary Fellows for the year
2003-2004.

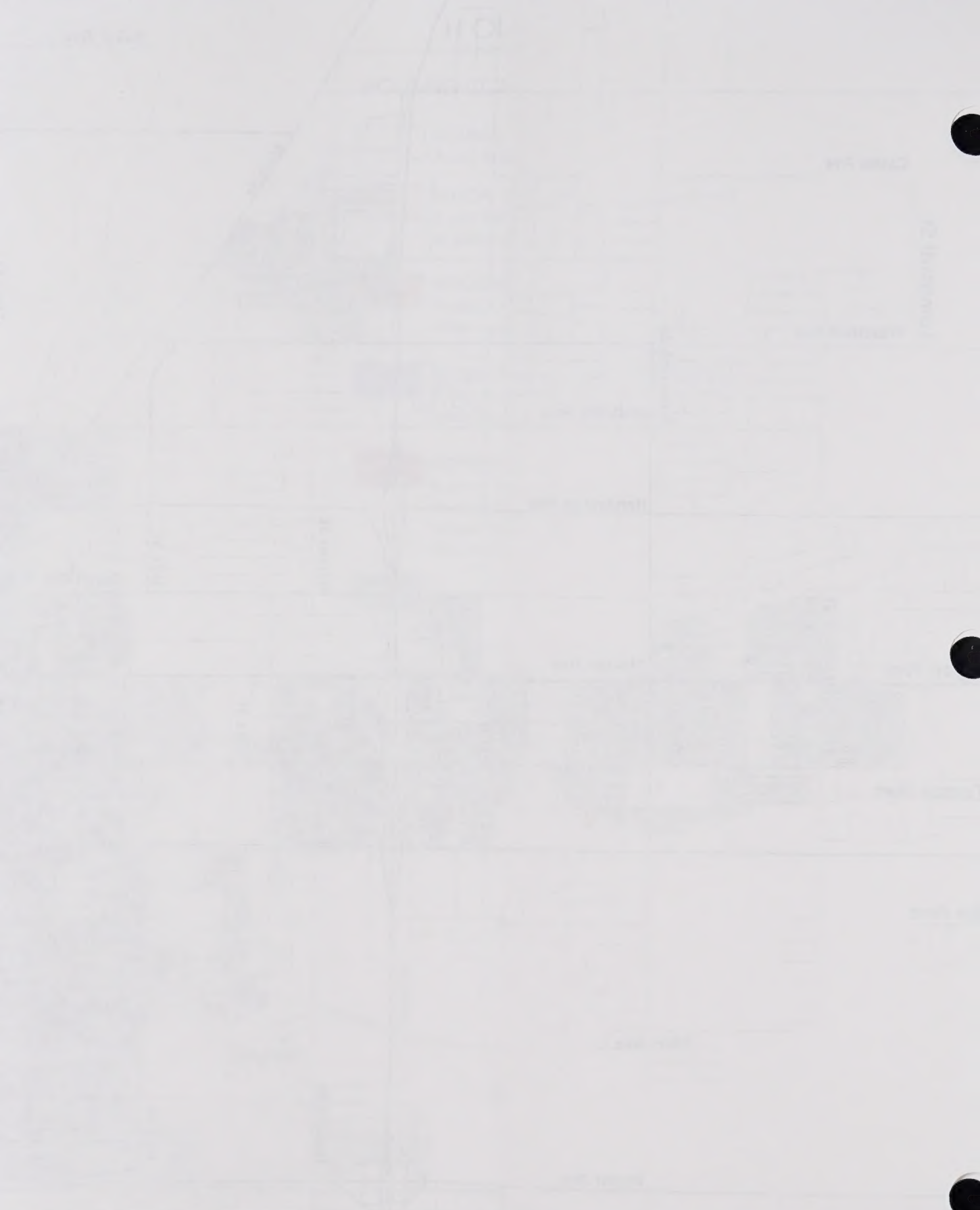
The following is a list of the
Honorary Fellows for the year
2003-2004.

HOUSING CONDITIONS

HOUSING CONDITION SCORE

-  SOUND: 0 - 9 points.
A unit that appears well-maintained and structually intact
-  MINOR: 10 - 15 points.
A unit that shows signs of defered maintenance, or which needs only one major component such as a roof
-  MODERATE: 16 - 39 points.
A unit in need of replacement of one or more major components and other repairs, such as roof replacement, painting, and window repairs
-  SUBSTANTIAL: 40 - 55 points.
A unit that requires replacement of several major systems and possibly other repairs
-  DILAPIDATED: 56 - 60 points.
A unit suffering from excessive neglect, where the building appears structurally unsound and maintenance is non-existent, not fit for human habitation in its current condition, may be considered for demoloition, or at minimum, major rehabilitation will be required
-  Vacant properties
-  Non-residential properties not surveyed





CITY OF PORTLAND HOUSING ELEMENT

CITY OF PORTERVILLE

2003-2008 HOUSING ELEMENT

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A. COMMUNITY CONTEXT

The City of Porterville is located in western Tulare County, lying along the foothills of the Sierra Nevada north of Los Angeles. It is situated in the Central Valley, between the major river and western and Southern California. Porterville is a city with a rich history, founded in 1870 and the western border through the

Tulare County is one of the most productive agricultural areas in the nation, and Porterville is an important hub for the agricultural and commercial activities. The city is a major center for the agricultural industry, with a long history of producing a variety of crops, including grapes, almonds, and other fruits. The city is also a major center for the agricultural industry, with a long history of producing a variety of crops, including grapes, almonds, and other fruits.

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CHAPTER 1

INTRODUCTION

The 2003-08 Housing Element is a component of the Porterville General Plan. The Housing Element contains the City's goals, policies, and strategic plan for addressing the most critical housing needs in the community over the next five years. The Housing Element is designed to provide the City with a coordinated and comprehensive strategy for promoting the production of safe, decent, and affordable housing within the community.

A. COMMUNITY CONTEXT

The City of Porterville is located in southeast Tulare County, lying along the foothills of the Sierras, 165 miles north of Los Angeles, 171 miles east of the Pacific Coast. Roughly between the major market areas of Northern and Southern California, Porterville is a key gateway city to Sequoia National Park and the southern Sierra Nevada region.

Tulare County is one of the most productive agricultural areas in the nation, and Porterville is still significantly influenced by agriculture and supportive industries, although the economy is more diversified today. Specifically, Porterville has grown into a regionally important medical and educational center. More recently, the City has become a desirable location for shipping and warehousing business, due to its advantageous location between Northern and Southern California.

Incorporated in 1902 with a population of 2,906, Porterville has grown to a community of nearly 40,000, according to the 2000 Census. As of January 2003, the State Department of Finance reported a population of 41,945 for Porterville. Similar to Tulare County, Porterville has experienced rapid growth since 1960, with a 50 percent or greater increase during the decades of the 1970s and 1980s. The Tulare County Association of Governments (TCAG) predicts less rapid growth through 2008, with an expected annual population increase of 2.8 percent. As the City continues to grow into areas where urban services and infrastructure are not yet in place, this expected population growth will pose a challenge in helping ensure that all members of the community have access to decent and affordable housing.

Porterville has undergone significant changes in ethnic composition, with an increasing Hispanic population that now accounts for almost half of all residents. The City is also home to an increasing proportion of younger residents, as the City has seen an increase in the proportion of families with children.

The housing stock in Porterville consists predominantly of single-family homes. Housing prices in the City are low compared to other areas in the County and region. Approximately 44 percent of the households in Porterville are renters, compared to 39 percent Countywide.

In preparing a housing plan to address the housing needs of residents, the City has set forth policies and programs that:

- preserve existing housing;
- provide sites for new housing construction;
- expand housing opportunities for low income and special needs households;
- reduce governmental constraints to housing development; and
- ensure equal housing access for all residents.

B. STATE POLICY AND AUTHORIZATION

The California Legislature has identified the attainment of a decent home and suitable living environment for every resident as the State's primary housing goal. Recognizing the important role of local planning programs in pursuing this goal, the Legislature has mandated that all jurisdictions prepare a housing element as part of the comprehensive general plan. Section 65302(c) of the Government Code sets forth the specific components to be contained in a community's housing element.

State law requires housing elements to be updated at least every five years to reflect a community's changing housing needs. The 1992 Housing Element covered the five-year period spanning 1992 through 1997. However, due to an economic downturn in the mid-1990s and a shortfall in State funds, the Legislature extended the planning period for the 1992 Housing Element through June 30, 2003. Thus, this Housing Element covers the planning period of July 1, 2003 to June 30, 2008. Special legislation was later adopted to provide an extension for completing the Housing Element update to December 31, 2003.

A critical measure of compliance with the State Housing Element law is the City's ability to accommodate its share of the regional housing needs, as allocated in the Regional Housing Needs Determination (RHND) prepared by the Tulare County Association of Governments. For Tulare County, the RHND covers the period between January 1, 2001 and June 30, 2008. Therefore, while the Housing Element is a five-year document, the City has seven and one-half years (January 1, 2001 to June 30, 2008) to fulfill the RHND.

C. ORGANIZATION OF THE HOUSING ELEMENT

The Housing Element consists of the following major components:

1. An introduction that explains the purpose and scope of the Housing Element (Chapter 1).
2. An analysis of the City's demographic and housing characteristics and trends (Chapter 2).

3. Review of potential market, governmental, and environmental constraints that impact the City's ability to address its housing needs (Chapter 3).
4. An evaluation of land, financial, and administrative resources available to address the City's housing goals (Chapter 4).
5. An evaluation of the accomplishments of the 1992 Housing Element (Chapter 5).
6. A Housing Plan to address the City's identified housing needs, including housing goals, policies and programs (Chapter 6).

D. RELATIONSHIP TO PORTERVILLE GENERAL PLAN

The Housing Element is a component of the Porterville General Plan, which provides policies and programs to guide development in the City. State law requires consistency among sections of the General Plan. As such, goals and policies contained in the Housing Element should be consistent with the goals and policies set forth in the other elements of the General Plan.

LAND USE ELEMENT

The following General Plan policies relate to housing in the City:

- Policy 3.2** Multiple-family residential development shall be located on arterial and major collector streets, as designated by the Land Use and Circulation Plan, and shall generally be located adjacent to higher intensity uses to provide an orderly transition from such uses to nearby single-family residential development.
- Policy 3.3** To the fullest extent practical, encroachment of higher intensity uses into residential neighborhoods shall be prevented. Such uses are acknowledged to be incompatible with low and medium density development.
- Policy 3.4** The concept of planned developments shall be encouraged for suitable parcels to ensure accommodation of trends toward increased residential density in the community without disrupting the City's existing single-family character.

RELATED HOUSING ELEMENT POLICIES

The following Housing Element policies relate to the land use policies in the General Plan:

- Policy B.3:** The City will implement flexible land use regulations through planned unit development zoning to allow for a range of housing types and densities within a single development.

- Policy C.4:** The City will provide for the development of secondary residential units, as required by State law, while protecting the single-family character of neighborhoods.
- Policy D.4:** The City will pursue land use policies that allow small residential developments and individual housing units meeting special needs to be integrated into existing neighborhoods and new residential developments.
- Policy G.2:** The City will promote infill residential development within the Redevelopment Area and other older parts of the City where adequate public facilities and services are already in place.

These policies are consistent with the policies set forth in the Land Use Element. The City will continue to ensure consistency between the Housing Element and other General Plan elements. If future changes to any element are necessary for internal consistency, any change will be proposed to the City Council for consideration.

E. COMMUNITY PARTICIPATION

Community involvement is critical to developing policies and programs that meet the housing needs of residents. In preparing this Housing Element, the City garnered community input through community workshops, meetings with the City's Housing Element Task Force, and through a community needs survey.

COMMUNITY WORKSHOPS

The City held two community workshops to explain the housing element process and to receive input on the housing issues most important to residents and service providers. Since this Housing Element was prepared in conjunction with the Analysis of Impediments to Fair Housing Choice, the discussions at the community meetings covered fair housing topics in addition to other issues related to the Housing Element.

The City advertised the workshops through direct mailings to over 70 service providers, realtors, and lenders, as well as publishing a newspaper advertisement. Flyers about the workshops were also placed at the City Hall. Workshop attendees included concerned residents, community leaders, lenders, realtors, and service providers, including those serving the homeless, disabled, and persons of lower incomes. Specifically, interested residents, civic leaders, and the following agencies attended the meetings:

Lenders and Insurers:

- Citibank
- Union Bank of California
- New York Life

Real Estate and Management Companies

- Heritage Real Estate
- Tyrrell Management

Homeless, Disabled, and Other Special Needs Groups

- CCFCC
- Salvation Army
- Rescue Mission
- PSW Independent Living Program
- Central California Legal Services
- Central California Family Crisis Center

Media

- Porterville Recorder

HOUSING ELEMENT TASK FORCE

The City appointed a 15-member Housing Element Task Force to assist with the Housing Element update. Five meetings were held with the Housing Element Task Force to:

- provide an overview of the Housing Element process;
- discuss goals and policies regarding the development, improvement, and preservation of housing;
- provide guidance on housing programs and objectives; and
- review the Draft Housing Element

HOUSING NEEDS SURVEY

The City developed a housing needs survey to gather input from residents and service providers on housing issues, including housing needs, housing policies and programs, and fair housing issues. The survey was made available at public counters, to service providers, and workshop attendees. A copy of the survey is included in the Appendix of this report.

In total, 49 people completed the survey. Among those completing the survey, 17 were renters, 18 were owners, and 6 lived in shelter programs. The most common housing need indicated by both renters and owners was home improvement, as approximately one-third of both owners and renters indicated their units were in need of improvement. Many potential housing policies received a favorable response from survey respondents. Policies and programs receiving the most favorable responses were:

- offering credit counseling to first-time homebuyers;
- policies encouraging new apartments at rents affordable to lower-income households;
- policies encouraging new homes at prices affordable to lower-income households; and
- a rent-to-own option as a means of purchasing a home.

1. The first step in the process of identifying a problem is to define the problem clearly. This involves identifying the symptoms of the problem and determining the scope of the problem. Once the problem has been defined, the next step is to identify the causes of the problem. This involves identifying the factors that are contributing to the problem and determining the underlying causes of the problem.

2. The second step in the process of identifying a problem is to identify the causes of the problem. This involves identifying the factors that are contributing to the problem and determining the underlying causes of the problem. Once the causes of the problem have been identified, the next step is to develop a plan to address the problem. This involves identifying the actions that need to be taken to address the problem and determining the resources that are needed to implement the plan.

3. The third step in the process of identifying a problem is to develop a plan to address the problem. This involves identifying the actions that need to be taken to address the problem and determining the resources that are needed to implement the plan. Once a plan has been developed, the next step is to implement the plan. This involves taking the actions that are outlined in the plan and monitoring the progress of the plan.

4. The fourth step in the process of identifying a problem is to implement the plan. This involves taking the actions that are outlined in the plan and monitoring the progress of the plan. Once the plan has been implemented, the next step is to evaluate the results of the plan. This involves determining whether the plan has been successful in addressing the problem and identifying any areas for improvement.

5. The fifth step in the process of identifying a problem is to evaluate the results of the plan. This involves determining whether the plan has been successful in addressing the problem and identifying any areas for improvement. Once the results of the plan have been evaluated, the next step is to make any necessary adjustments to the plan. This involves identifying the areas that need to be adjusted and determining the actions that need to be taken to make the adjustments.

6. The sixth step in the process of identifying a problem is to make any necessary adjustments to the plan. This involves identifying the areas that need to be adjusted and determining the actions that need to be taken to make the adjustments. Once the adjustments have been made, the next step is to implement the adjusted plan. This involves taking the actions that are outlined in the adjusted plan and monitoring the progress of the adjusted plan.

7. The seventh step in the process of identifying a problem is to implement the adjusted plan. This involves taking the actions that are outlined in the adjusted plan and monitoring the progress of the adjusted plan. Once the adjusted plan has been implemented, the next step is to evaluate the results of the adjusted plan. This involves determining whether the adjusted plan has been successful in addressing the problem and identifying any areas for improvement.

8. The eighth step in the process of identifying a problem is to evaluate the results of the adjusted plan. This involves determining whether the adjusted plan has been successful in addressing the problem and identifying any areas for improvement. Once the results of the adjusted plan have been evaluated, the next step is to make any necessary adjustments to the adjusted plan. This involves identifying the areas that need to be adjusted and determining the actions that need to be taken to make the adjustments.

9. The ninth step in the process of identifying a problem is to make any necessary adjustments to the adjusted plan. This involves identifying the areas that need to be adjusted and determining the actions that need to be taken to make the adjustments. Once the adjustments have been made, the next step is to implement the adjusted adjusted plan. This involves taking the actions that are outlined in the adjusted adjusted plan and monitoring the progress of the adjusted adjusted plan.

10. The tenth step in the process of identifying a problem is to implement the adjusted adjusted plan. This involves taking the actions that are outlined in the adjusted adjusted plan and monitoring the progress of the adjusted adjusted plan. Once the adjusted adjusted plan has been implemented, the next step is to evaluate the results of the adjusted adjusted plan. This involves determining whether the adjusted adjusted plan has been successful in addressing the problem and identifying any areas for improvement.

11. The eleventh step in the process of identifying a problem is to evaluate the results of the adjusted adjusted plan. This involves determining whether the adjusted adjusted plan has been successful in addressing the problem and identifying any areas for improvement. Once the results of the adjusted adjusted plan have been evaluated, the next step is to make any necessary adjustments to the adjusted adjusted plan. This involves identifying the areas that need to be adjusted and determining the actions that need to be taken to make the adjustments.

12. The twelfth step in the process of identifying a problem is to make any necessary adjustments to the adjusted adjusted plan. This involves identifying the areas that need to be adjusted and determining the actions that need to be taken to make the adjustments. Once the adjustments have been made, the next step is to implement the adjusted adjusted adjusted plan. This involves taking the actions that are outlined in the adjusted adjusted adjusted plan and monitoring the progress of the adjusted adjusted adjusted plan.

13. The thirteenth step in the process of identifying a problem is to implement the adjusted adjusted adjusted plan. This involves taking the actions that are outlined in the adjusted adjusted adjusted plan and monitoring the progress of the adjusted adjusted adjusted plan. Once the adjusted adjusted adjusted plan has been implemented, the next step is to evaluate the results of the adjusted adjusted adjusted plan. This involves determining whether the adjusted adjusted adjusted plan has been successful in addressing the problem and identifying any areas for improvement.

CHAPTER 2

HOUSING NEEDS ASSESSMENT

Addressing the current and future housing needs of Porterville residents requires a comprehensive assessment of the community's housing needs. An understanding of housing needs provides the basis for an appropriate and effective housing plan. This chapter presents an analysis of the demographic, socioeconomic, and housing characteristics that may affect housing needs in Porterville.

A. POPULATION CHARACTERISTICS

The nature and extent of housing need in a community is largely determined by population growth and demographic characteristics such as age, household size, occupation, and income. Cultural factors may also affect housing preferences.

1. POPULATION TRENDS

Porterville is the third largest city in Tulare County – its 2000 population according to the Census was 39,615. It is also fast growing. Porterville has grown rapidly for many years: the City has more than tripled in population since 1970, with 50 percent or greater increases in population during the decades of the 1970s and 1980s. As of January 2003, the State Department of Finance (DOF) reported a population of 41,945 for Porterville.

Table 2-1
Population Growth Trends

Year	Population	% Increase
1970	12,602	--
1980	19,707	56.4%
1990	29,563	50.0%
2000	39,615	34.0%
2003	41,945	5.8%
2008 projection	49,743	18.6%

The Census and current DOF population estimates are exclusive of unincorporated areas within the incorporated Porterville. The City estimates that the population within the unincorporated islands is 5,028 as of March 2003.¹ By the end of 2003, the City anticipates annexing one of these islands with a population of 383.

The Porterville population trends since 1970 as well as projections through 2008 are presented in Table 2-1. The 2008 projection from Tulare

Sources: U.S. Census, 1970 - 2000; TCAG, June 2002; State Department of Finance estimates, January 2003.

¹ City of Porterville, March 2003. In computing the population of the islands, the City multiplied the number of parcels in the island by the average number of persons per household within incorporated city areas. This assumes that each parcel has one dwelling unit.

County Association of Governments (TCAG) assumes a straight-line growth rate of 2.8 percent over the next six years within the City's incorporated area. Based on the TCAG projection, Porterville will have a population approaching 50,000 by 2008.

Although population growth in Porterville leveled off during the 1990s, it was still high compared to most Tulare County communities (Table 2-2). Only Farmersville recorded a larger growth than Porterville. Immigration appears to account for a significant portion of the City's population growth during the 1990s. The City population grew by approximately 10,000 in the 1990s. Among residents new to the City during the 1990s, 36 percent were born in foreign countries, with a majority born in Mexico. The foreign-born residents who moved to Porterville during the 1990s account for 40 percent of the City's entire foreign-born population as of 2000.

Table 2-2
Regional Population Trends, 1990-2000

Jurisdiction	1990	2000	Change
Porterville	29,563	39,615	34.0%
Dinuba	12,743	16,844	32.2%
Exeter	7,276	9,168	26.0%
Farmersville	6,235	8,737	40.1%
Lindsay	8,338	10,297	23.5%
Tulare	33,249	43,994	32.3%
Visalia	75,636	91,565	21.1%
Woodlake	5,678	6,651	17.1%
Tulare County	311,921	368,021	18.0%

Source: U.S. Census, 1990 - 2000.

Another factor that helps explain the population increase between 1990 and 2000 is the area's relatively high birthrate, particularly among teenagers. Tulare County as a whole had a teen birthrate of 78.5 births per 1,000 persons during 2000.² In contrast, the average teen birthrate for the State of California during 2000 was 46.8 births per 1,000 persons. Most teen parents cannot afford to live independently, potentially contributing to overcrowding and affordability issues in the community.

2. AGE CHARACTERISTICS

The age characteristics of a community are important factors in evaluating housing needs. Different age groups have distinct family types and sizes, income levels, and home-maintenance capabilities, all of which correspond to different housing needs. Younger adults tend to seek apartments, condominiums, and single-family units that are proportionate to their typically smaller household sizes and more constrained finances. Mature adults with children may seek larger single-family homes. However, as grown children begin to leave home, older adults and seniors often trade in for smaller condominiums and single-family homes that are typically easier to maintain and afford.

A review of the changes among age groups in Porterville reveals several interesting trends (Table 2-3). First, in both absolute and percentage terms, Porterville's senior population decreased

² Fresno Bee, March 18, 2003.

during the last decade. The decrease stands in contrast to the robust overall population increase during the 1990s. Many potential factors may be associated with the decrease in the number of seniors, including natural processes, lack of housing appropriate to the needs of seniors, and a small to non-existent number of new residents over 65 years of age.

The Census data show that population growth is concentrated among younger age groups. There were 1,500 more high school age students (15 to 19 years old) in 2000 than there were in 1990 – a 74 percent increase. Similarly, there were 1,294 (55 percent) more 10 to 14 year old children in 2000 than in 1990. Specifically, in 1990, there were 2,775 persons aged 0 to 4 years. Following this age group to the year 2000, one sees that the 10 to 14 year age group includes 3,684 people. Therefore, in addition to all of the 0 to 4 year olds who were already in Porterville in 1990, at least 900 other very young people became Porterville residents during the 1990s. Aside from posing obvious needs for adequate school facilities, the increase in young children may suggest a need for housing appropriate for young families (dual or single parent) with children.

Table 2-3
Age Characteristics, 1990 - 2000

Age Group	1990		2000		% Change 1990-2000
	Persons	Percent	Persons	Percent	
0-4	2,775	9.4%	3,759	9.5%	35.5%
5-9	3,005	10.1%	3,919	9.9%	30.4%
10-14	2,390	8.1%	3,684	9.3%	54.1%
15-19	2,061	6.9%	3,598	9.1%	74.6%
20-24	2,246	7.6%	2,882	7.3%	28.3%
25-29	2,079	7.0%	2,742	6.9%	31.9%
30-34	2,555	8.6%	2,799	7.1%	9.5%
35-39	2,265	7.6%	2,880	7.3%	27.2%
40-44	2,035	6.9%	2,679	6.8%	31.6%
45-49	1,341	4.5%	2,439	6.2%	81.9%
50-54	1,031	3.5%	2,000	5.0%	94.0%
55-59	1,003	3.4%	1,376	3.5%	37.2%
60-64	998	3.4%	1,120	2.8%	12.2%
65-69	1,075	3.6%	896	2.3%	-16.7%
70-74	952	3.2%	842	2.1%	-11.6%
75-79	901	3.0%	813	2.1%	-9.8%
80-84	511	1.7%	589	1.5%	15.3%
85+	437	1.5%	598	1.5%	36.8%
Totals	29,660	100%	39,615	100%	

Source: 1990 and 2000 U.S. Census

Among the older age groups, the 45-49 and 50-54 age groups grew the fastest during the 1990s in relative terms. However, these relative increases seem to be due more to the population aging than to in-migration. The 50-54 age group increased 94 percent in size between 1990 and 2000, but in tracking this age group through different time periods, one finds a shrinking population. Specifically, the 40-44 years age group in 1990 had a population of 2,035. Its associated age group in the year 2000, the 50-54 age group, had a population of 2,000 – a 35-person decrease in ten years. This suggests that the increase of this age group may be attributable to aging in place rather than to in-migration. It also suggests that 10 years hence, the City will see a larger group of residents at or very close to retirement age. This is potentially critical given that, as previously noted, there appear to be factors inducing seniors to leave Porterville upon reaching retirement age.

3. RACE AND ETHNICITY

Like many other communities in California, over the past decades Porterville has experienced significant changes in the racial and ethnic composition of its population. These changes may have implications for housing needs, to the extent that cultural preferences influence housing choices.

Overall, Porterville has become more racially and ethnically diverse during the past twenty years. Porterville's most significant racial and ethnic change during the 1980s and 1990s has been the increase in the proportion of the Hispanic population.³ The 2000 Census indicates that nearly half of the Porterville population is of Hispanic origin, up from just over one-third in 1990. In addition, there has been a corresponding decrease in the proportion of White residents, from 57 percent in 1990 to 42 percent in 2000. This trend is prevalent in Tulare County. The percentage of Asian and Black residents has remained relatively consistent since 1990.

School enrollment data from the California Department of Education provide additional insight on the race and ethnicity of the student body of the two school districts that cover Porterville. Of the nearly 13,000 students in the Porterville Unified School District, 61 percent or 7,900 are of Hispanic origin. Of the 2,350 students in the Burton School District, 39 percent of students are identified as Hispanic.⁴

Porterville has clearly seen a tremendous increase in its Hispanic population in the past twenty years. If current trends continue, the next census in 2010 will likely indicate that those of

³ The Census considers Hispanic origin separately from racial categories. Census respondents are directed to indicate Hispanic origin as well as a racial group – White, African American, Native American, Asian/Pacific Islander, other race, or two or more races. Reviewers and commentators of national demographic trends have suggested that because many people of Hispanic origin are of mixed racial ancestry, the relatively rigid racial categories in the Census pose many difficulties among some Hispanic people who consider race to be a flexible concept. Further, it is generally understood that not all Census respondents agree with or understand the distinction between racial groups and ethnic origin.

⁴ School district reports treated Hispanics as a separate racial group, rather than allowing for separate ethnic and racial identification.

Hispanic origin will constitute a majority of Porterville residents. This has implications for many city government issues, particularly housing policy, because Census data further reveal that people of Hispanic origin are disproportionately concentrated in the lower income group, young, and tend to live in overcrowded conditions.

Table 2-4
Race and Ethnicity, 1990 - 2000

Race/Ethnicity	1990		2000	
	Persons	Percent	Persons	Percent
Hispanic	10,299	35%	19,589	49%
White	16,787	57%	16,649	42%
Asian	1,824	6%	1,789	5%
Black	253	1%	406	1%
Other*	400	1%	1,182	3%
Total	29,563	100%	39,615	100%

*Includes persons of two or more races

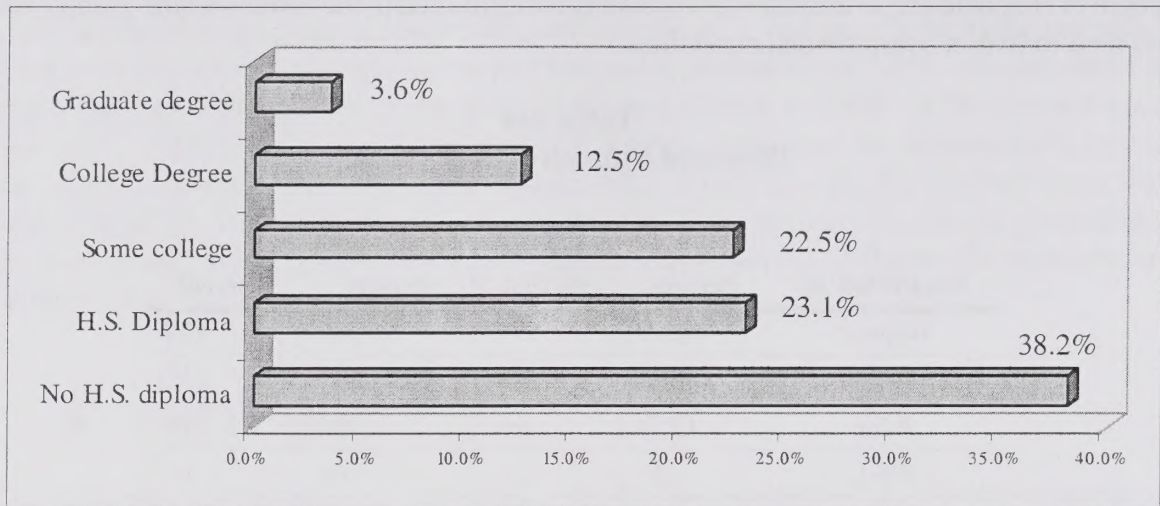
Source: U.S. Census, 1990 and 2000.

4. EDUCATION AND EMPLOYMENT

A person's level of education can often determine employment and income levels. The educational attainment level of Porterville residents 25 years or older is very similar to that of Tulare County residents as a whole. Porterville has a slightly higher percentage of high school graduates than Tulare County, but a slightly smaller percentage with college and/or advanced degrees.

More than 60 percent of Porterville residents over 25 have earned a high school diploma, and more than a third of all residents have attended college and/or advanced degree (Figure 2-1). Relative to 1990, a higher proportion of Porterville residents aged 25 years or older in 2000 had high school degrees or attended some college.

Figure 2-1
Highest level of educational attainment for Porterville residents, 25 years or older, 2000



Source: 2000 U.S. Census

5. OCCUPATIONAL AND INDUSTRIAL CHARACTERISTICS

The number and types of jobs in a community are important considerations in determining housing needs. Different jobs and associated income levels determine the type and size of housing a household can afford. Both occupational and industrial information are evaluated here in terms of potential impact on housing choice.

Occupational Characteristics

Occupations of employed Porterville residents in 2000 were heavily concentrated in the managerial/professional, service, and sales sectors (Table 2-5). According to Census data, the City had a similar occupational profile to Tulare County; however, the City had relatively smaller percentages of workers in farming, construction, and production.

Industrial Characteristics

Occupation by industry provides a more detailed profile of jobs in the City. Education, health, and social services jobs accounted for 28 percent of all jobs held by Porterville residents, far more than any other industrial grouping (Table 2-6). This reflects the City's increasing role as a regionally important medical and educational center. As the City becomes increasingly urbanized, agricultural employment will play a continually smaller role in the City's economy.

According to the Census, agricultural jobs accounted for 11.2 percent of all jobs held by Porterville residents. In comparison, agricultural jobs accounted for as much as 30 percent of all jobs in the adjacent County unincorporated areas, including Poplar/Cotton Center and East Porterville. The California Employment Development Department (EDD) indicates that for

Tulare County as a whole, agricultural jobs accounted for 25 percent of all employment in 2001. This figure includes direct involvement plus associated industries such as food processing and distribution. However, official data tend to under-estimate the number of agricultural workers, particularly migrant farmworkers, due partly to the seasonal nature and migratory pattern of their work.

Table 2-5
Occupational Profile of Porterville and Tulare County residents, 2000

Occupational Category	Porterville		Tulare County	
	Number	Percent	Number	Percent
Management, professional, and related occupations	3,744	26.5%	33,892	25.3%
Sales and office occupations	3,344	23.6%	30,447	22.7%
Service occupations	2,491	17.6%	21,708	16.2%
Production, transportation, and material moving occupations	1,920	13.6%	19,108	14.2%
Farming, fishing, and forestry occupations	1,505	10.6%	17,643	13.2%
Construction, extraction, and maintenance occupations	1,148	8.1%	11,296	8.4%
Totals	14,152	100.0%	134,094	100.0%

Source: US Census, 2000

Table 2-6
Industrial Profile, 2000

Industry	Porterville		Tulare County	
	Number	Percent	Number	Percent
Educational, health and social services	3,984	28.2%	27,691	20.7%
Retail trade	1,769	12.5%	14,317	10.7%
Agriculture, forestry, fishing and hunting, and mining	1,588	11.2%	20,383	15.2%
Manufacturing	1,079	7.6%	12,610	9.4%
Arts, entertainment, recreation, accommodation and food services	954	6.7%	8,542	6.4%
Public administration	900	6.4%	7,701	5.7%
Wholesale trade	734	5.2%	8,209	6.1%
Other services (except public administration)	728	5.1%	6,977	5.2%
Professional, scientific, management, administrative, etc.	665	4.7%	8,219	6.1%
Construction	649	4.6%	7,106	5.3%
Transportation and warehousing, and utilities	505	3.6%	5,670	4.2%
Finance, insurance, real estate, and rental and leasing	464	3.3%	5,041	3.8%
Information	133	0.9%	1,628	1.2%
Totals	14,152	100.0%	134,094	100.0%

Source: 2000 Census

Major Employers

A more refined understanding of the City's employment picture comes from a review of its major employers (Table 2-7). These jobs are held by Porterville residents and non-residents alike. Health care and education providers comprise five of the City's largest employers. Six of the ten largest employers are public entities, which cumulatively have more than 5,000 employees.

The single largest private employer is Wal-Mart, with more than 1,600 employees, about 1,300 of whom work in the distribution center, with the balance in the company's retail store. Other large private employers are Beckman Coulter, an Orange County based medical equipment manufacturer, and Royalty Carpet Mills, a carpet maker also based in Orange County. The largest private employer with headquarters in Porterville is Bank of the Sierra, with branch offices in Tulare, Fresno, and Kern counties.

Projected Employment Trends

Understanding areas of potential job growth is an additional aid to forecasting community needs. Table 2-8 examines selected jobs that are expected to grow in Tulare County through 2006. This list includes most of the jobs for which the greatest absolute job growth is forecast for the County by the EDD, many of which are now prevalent in Porterville. Mean annual wages for these positions are also listed, along with the area median income as determined by the California Department of Finance. Many of the projected fast-growing job sectors are relatively low paying, including cashiers, teaching assistants, and retail salespeople. For these and other individuals at similar pay scales, finding and maintaining affordable housing may be a particular challenge.

Table 2-7
Major Employers in Porterville, 2003

Employer	Employees in Porterville
Wal-Mart (distribution and retail)	1,631
Porterville Developmental Center	1,571
Porterville Public Schools	1,345
Sierra View District Hospital	629
Porterville College	324
Sierra Bancorp	305
Royalty Carpet Mills	268
Burton School District	243
City of Porterville	242
Beckman Coulter	230
Eagle Mountain Casino	215
Porterville Sheltered Workshop	92
Mervyns	86
Porterville Citrus	70
Baird Neece Packing Corp	57

Source: InfoUSA and Chamber of Commerce, 2003

Table 2-8
Mean Annual Tulare County Wages
and Anticipated Tulare County Job Growth

	Mean annual wage 2001	# of additional Tulare County jobs Est. through 2006
Cashier	\$17,584	480
Teaching assistant	\$23,253	390
Retail salesperson	\$20,296	380
Truck driver	\$28,321	360
Secondary school teacher	\$53,077	280
Warehouse -- laborer/material mover	\$19,139	210
Construction laborer	\$26,168	200
Elementary school teacher	\$47,372	150
Nurse aide	\$17,598	130
Police officer	\$52,032	120
Medical assistant	\$20,849	110
Child care worker	\$19,372	80
Security guard	\$20,182	70
Stock clerk	\$20,061	50
Agricultural -- grader/sorter	\$15,609	40
Fire fighter	\$36,298	30
Median Household Income, 1999	\$32,046	na

Source: California Employment Development Department, 2002, California Department of Finance, 2002

Unemployment

Tulare County has had some of the highest unemployment rates in the nation. According to the U.S. Bureau of Labor Statistics (BLS), the metropolitan statistical area of Visalia-Tulare-Porterville had an unemployment rate of 17.2 percent during December 2002, the second highest rate nationally.

Most of the metropolitan areas suffering high unemployment are agricultural areas with large populations of immigrants – other areas with very high unemployment rates are Merced, Fresno, Salinas, Yuba City, and Bakersfield. BLS statistics for the previous ten years indicate that the Visalia-Tulare-Porterville region has consistently had unemployment rates between 15 and 20 percent.

On a monthly basis, area unemployment rates have tended to dip during the months of May, August, and September – which are traditionally harvest periods. Although Porterville has established itself as a regional shopping, health care and service center, the average

unemployment rate within the City during 2002 was 18.4 percent, according to the EDD. This high unemployment rate may be an indication of the under-estimation of the farmworker population in the City, which tends to exhibit high unemployment rates during non-harvest months.

B. HOUSEHOLD CHARACTERISTICS

1. HOUSEHOLD TYPE

An understanding of household characteristics is relevant because housing needs generally vary by household type. Families typically need single-family homes or large apartments with sufficient bedrooms for children, whereas single-person households, especially those headed by seniors, may desire smaller, easier-to-maintain housing units such as condominiums or apartments.

The City had 11,884 households in 2000 (Table 2-9). Among these households, 77 percent were family households. Nearly 53 percent of all households were married-couple households. Married couples with children under 18 years old living at home comprised about 31 percent of all households. Approximately one-quarter of all households in the City were single-parent households. More than half of all single-parent households were female-headed with children under 18 living at home. This group is typically considered to be a special needs group that have particular vulnerabilities in finding and maintaining affordable housing.

What is a household?

The Census defines a household as any group of people occupying a housing unit, which may include single persons living alone, families related through marriage or blood, or unrelated persons who share living quarters. Persons living in retirement or convalescent homes, dormitories, or other group quarters situations are not considered households.

With a relatively high number of families with children, Porterville's average household size is relatively large, even though nearly one-fifth of its households consisted of one person. Within Porterville, the average household size rose from 2.9 in 1990 to 3.2 in 2000. In unincorporated East Porterville and Poplar-Cotton Center, the average household size in 2000 was just over four persons per household.

As noted, about 19 percent of all households in the City consisted of single persons living alone. A significant percentage of these single-person households were headed by seniors, constituting another potential group with specialized housing needs.

Table 2-9
Household Characteristics, 1990 - 2000

Household Type	1990		2000	
	Number	Percent	Number	Percent
Total Households	9,586	100.0%	11,884	100.0%
One Person Household	2,155	22.5%	2,266	19.1%
Family Households	7,046	73.5%	9,170	77.2%
Married Couple	5,067	52.9%	6,310	53.1%
With Children under 18	2,825	29.5%	3,676	30.9%
Without children under 18	2,242	23.4%	2,634	22.2%
Single Parent Households	1,979	20.6%	2,860	24.1%
Male headed	445	4.6%	761	6.4%
With children	279	2.9%	475	4.0%
Without children	166	1.7%	286	2.4%
Female headed	1,534	16.0%	2,099	17.7%
With children	1,203	12.5%	1,495	12.6%
Without children	331	3.5%	604	5.1%
Non-family household	385	4.0%	448	3.8%
Male head	232	2.4%	243	2.0%
Female head	153	1.6%	205	1.7%
Average Household Size	2.9		3.2	

Source: U.S. Census, 1990 and 2000

2. HOUSEHOLD INCOME

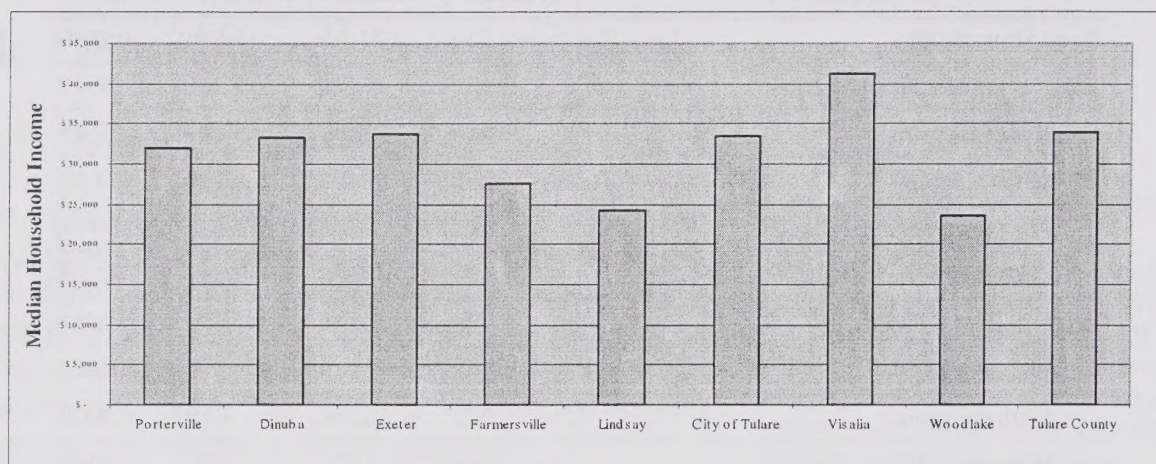
Household income is one of the most important factors affecting housing opportunity. A household's income determines its ability to balance housing costs with other basic necessities of life. Income levels can and often do vary considerably among households and affect housing choices such as tenure (ownership or rental), type, and location.

The median household income for Porterville (\$32,046) was similar to that of Tulare County as a whole. Figure 2-2 compares the median household incomes for Porterville with nearby cities and Tulare County. Of all cities in Tulare County, only the City of Visalia had a median household income (\$41,349) above the County median household income (\$33,983).

Median household income varies by race and ethnic origin. Median household income among Hispanic households was \$26,123. For White non-Hispanic households, median household income was \$37,865 or 145 percent of the median household income of Hispanic households.

Higher still was the median household income for Asian households; at \$40,463, this was the highest median household income among the various racial groups in Porterville.

Figure 2-2
Median household income in Tulare County cities, 1999⁵



Poverty status

The 2000 Census shows that about 26 percent of the Porterville residents were living in poverty. Among residents living in poverty, nearly 46 percent were under 18 years old. Seniors constituted a small percentage of those in poverty - only 6.4 percent. Approximately 20 percent of all Porterville families lived in poverty; the vast majority (90 percent) of these families in poverty had children under 18 years of age.

Among the various racial/ethnic groups, poverty is particularly prevalent among Hispanic residents. Nearly two-thirds of all City residents in poverty were people of Hispanic origin. Overall, approximately 17 percent of the City population was Hispanic living in poverty.

About one third of all Porterville residents in poverty status were born in foreign countries. Of all foreign-born residents in poverty, an overwhelming majority – 86 percent – were not U.S. citizens. In contrast, of all naturalized foreign-born citizens, only 19 percent were in poverty status. Typically naturalization requires English language skills; those able to speak English often have an easier time finding employment in higher paying jobs, whereas those without English speaking skills may be consigned to lower paying work.

⁵ The 2000 Census recorded earned income in 1999.

3. SPECIAL NEEDS GROUPS

Certain groups have greater difficulty in finding and holding on to decent, affordable housing due to special circumstances relating to employment and income, household characteristics, and disabilities, among others. These “special needs” groups in Porterville include seniors, persons with disabilities, large households, single-parent households (especially female-headed households with children), homeless persons, and agricultural workers (Table 2-10). Following are more in-depth discussions of each special needs group.

Table 2-10
Special Needs Groups, 2000

Special Needs Groups	Persons	Households	% of Population/ Households
Seniors	3,738		9.4%
Disabled (5 years and older)	7,458		18.8%
Persons 5-20 years	802		2.0%
Persons 21-64 years	5,055		12.8%
Persons 65 years and over	1,601		4.0%
Agricultural Workers	1,588		4.0%
Households headed by seniors		2,312	19.5%
Female headed households with children		1,495	12.6%
Large households		2,589	21.8%
Owners		1,408	11.8%
Renters		1,181	9.9%

Source: 2000 U.S. Census

Seniors

Seniors (those aged 65 years or older) often have special housing needs due to three reasons - income, health care costs, and physical disabilities. According to the 2000 Census, about 3,738 seniors were living in Porterville, comprising 9.4 percent of the City population. Households led by a senior comprised 19.5 percent of all City households. Some of the special needs of seniors are:

- **Limited Income:** Many seniors have limited income available for health and other expenses. Among households where the householder was age 65 or older, about 59 percent had household incomes of less than \$30,000. Census data further indicate that 6.4 percent of all seniors were living at or below the poverty line.

- **Disabilities:** Among the seniors in Porterville, 43 percent had a disability. Approximately 350 seniors had “self-care” disabilities, requiring assistance in routine daily functions.
- **Cost Burden:** About 43 percent of all senior households that rented in 2000, paid more than 30 percent of their income on housing, relative to 22 percent of senior households who owned their homes.

In 2000, 64 percent of the senior households were homeowners. Senior homeowners, particularly, elderly women living alone, may require assistance in performing regular home maintenance or repair activities due to physical limitations or disabilities, in addition to constraints posed by limited incomes.

The special needs of seniors can be met through a range of services, including congregate care, rent subsidies, assisted housing programs, and housing rehabilitation assistance. For the frail or disabled elderly, housing with architectural design features that accommodate disabilities helps ensure continued independent living. Elderly persons with a mobility or self-care limitation also benefit from transportation alternatives and shared housing options. Senior housing with supportive services can be provided to assist with independent living.

Many such services are provided to Porterville seniors by the Kings/Tulare Area Agency on Aging (KTAAA). Several of the KTAAA programs are intended to help seniors stay within their present residences – including meal delivery services, chore and personal care assistance, and similar programs. Similar services, including senior day care, are provided by the Porterville Senior Day Care Center. The City of Porterville sponsors a weekend lunch program for seniors at the Porterville Community Center.

Within the City are two housing developments that are either reserved expressly for seniors or available to lower income seniors. Santa Fe Plaza is restricted to very low income seniors. As of March 2003, the annual income limit for one person at Santa Fe Plaza is \$15,090. Santa Fe Plaza has an on-site community center and is administered by the Housing Authority of Tulare County (HATC). HATC also administers the La Serena Apartments, which is open to all very low income individuals and families. The annual income limit as of March 2003 is \$13,700 for one person. Both facilities are popular and have long waiting lists: 55 applicants are awaiting openings at Santa Fe; 319 applicants are on La Serena’s wait list.

During the 1980s, the City provided CDBG funds toward the rehabilitation of two residential hotels, the Glenwood Hotel and the Porterville Hotel in downtown. The Glenwood Hotel has 36 self-contained units and is primarily for senior citizens. According to the City, the Glenwood is not typically at full capacity.

Several for-profit homes and/or supportive services for the elderly are also available in Porterville. Nursing homes include Autumn Oaks, Valley Care Center, Porterville Convalescent Hospital, Sierra Valley Rehabilitation Center, Westwood Eldercare, Tanner’s Park Place, and

Villa Manor Care Center. Autumn Oaks and Westwood offer both assisted living and independent living arrangements.

Persons with Disabilities

Physical, mental, and/or developmental disabilities may prevent a person from working, may restrict one's mobility, or may make it difficult to care for oneself. Persons with disabilities have special housing needs often related to the limited ability to earn a sufficient income, and to a lack of accessible and affordable housing. Some residents have disabilities that require living in a supportive or institutional setting.

Based on the 2000 Census, 7,458 persons in Porterville had some form of disability, representing almost 19 percent of the City population. Of those between ages 21 and 64 with disabilities, just 16 percent were employed. Given this low rate of employment, many of these disabilities may be significant in nature.

Disabilities reported by the Census:

The 2000 Census documents six different disabilities for persons aged five or over:

- *Sensory*
 - *Physical*
 - *Mental*
 - *Self-Care*
 - *Go-Outside-Home*
 - *Employment*
-

The Porterville Developmental Center (PDC) is a state facility that provides intensive training and supervision to individuals with the most severe limitations and disabilities, whose needs cannot readily be met by available private community-based services. Programs at PDC include: physical development; sensory development; habilitation and social development; behavior adjustment; and adult physical and social development. The PDC has also recently opened a forensic unit. As of May 2003, the PDC inpatient population was 802; the facility also offers day care for less severe cases.

The living arrangement of persons with disabilities depends on the severity of the disability. Many persons live at home in an independent fashion or with other family members. To maintain independent living, persons with disabilities may need special assistance. This can include special housing design features, income support for those who are unable to work, and in-home supportive services, among others. In addition to the aforementioned Porterville Developmental Center, other supportive service providers include private in-home care providers and non-profit and governmental programs. The Porterville Sheltered Workshop helps the disabled or those with habilitation challenges live independently. The Workshop is particularly known for helping the disabled enhance their vocational skills so they can obtain employment and achieve greater independence. The City also has smaller group homes for the developmentally challenged.

Large Households

Large households comprise a special needs group because of the need for larger dwelling units, which are often in limited supply and command higher prices. To save for other basic necessities such as food, clothing and medical care, many lower income large households reside in smaller dwelling units, frequently resulting in overcrowding.

Based on data from the 2000 Census, approximately 2,589 households or 21.8 percent of all households in the City had five or more persons. About half of these large households had six or more members. Household sizes were on average even larger in the East Porterville and Poplar-Cotton Center unincorporated areas of greater Porterville.

Generally, such large households require dwelling units with three or more bedrooms for adequate housing. Dwelling units of this size tend to be ownership units; few rental units with three or more bedrooms are available. Within the City, nearly 74 percent of all ownership housing units have three or more bedrooms, while only 26 percent of the rental units have three or more bedrooms. As a result, approximately 26 percent of all renter-households lived in overcrowded conditions, defined as more than one person per room, compared to just 13 percent of all ownership households.

To address overcrowding, communities can provide incentives for developers to build larger apartments with three or more bedrooms. Often, the shortage of large rental units can also be alleviated through the provision of affordable ownership housing, which can be coupled with homeownership assistance.

Single-Parent Households

Most single-parent households with children have only one income with limited resources to obtain decent and safe housing. Such households may also require special consideration and assistance because of the greater need for supportive services such as day care and health care.

Female-headed families with children are an especially vulnerable group because women typically earn lower incomes and often take part-time jobs to accommodate childcare needs. Nationally, single-parent households are twice as likely to be female-headed; among all single-parent households living below the poverty level, an overwhelming majority are female-headed.

Based on data from the 2000 Census, 1,495 female-headed households with children were residing in Porterville, comprising 13 percent of all City households. Between 1990 and 2000, Porterville gained an additional 300 households headed by single females. Income estimates

What is a "large" household?

Large households are defined as households with five or more members.

What is overcrowding?

A housing unit is typically considered as overcrowded when it is occupied by more than one person per room (including bedroom and living and dining rooms, but not bathrooms and kitchens). For example, a two-bedroom unit with a living room and a dining room can accommodate four persons without being considered as overcrowded.

from the 2000 Census indicate that approximately 40 percent of all Porterville families in poverty were female headed. The relatively large size of this group as well as its disproportionate need for services and assistance poses many significant social and planning consequences, including the need for affordable units with sufficient space for a family.

Homeless Persons

An accurate assessment of the homeless population is difficult because of the transient nature of the population, and because many individuals are not visibly homeless but move around in temporary living conditions. Recently, the Kings/Tulare County Continuum of Care conducted a homeless survey to assess the nature and extent of homelessness in the region. A total of 787 homeless persons in the two counties responded to the survey. The following are some of the characteristics of the homeless in the region:

- 67 percent have been homeless for one year or less; only 13 percent are considered chronic homeless
- 57 percent are of Hispanic origin
- 53 percent are female
- Adults between 30 and 39 years old are the largest group (32 percent) followed by adults between 20 and 29 years old (26 percent)
- 37 percent are families with children
- 17 percent are victims of domestic violence
- 35 percent are considered disabled
- 20 percent are employed
- 64 percent are housed (36 percent with relatives and friends, 11 percent in transitional housing, 10 percent in emergency shelters, 7 percent in hotels/motels)
- Most needed services are dental care (62 percent), housing assistance (60 percent), and health care (57 percent)

Three types of facilities provide shelter for homeless individuals and families: emergency shelters, transitional housing, and permanent housing:

- **Emergency Shelter:** A facility that provides overnight shelter and fulfills a client's basic needs (i.e. food, clothing, medical care) either on-site or through off-site services. The permitted length of stay can vary from one day at a time to three months.
- **Transitional Housing:** A residence that provides housing for up to two years. Residents of transitional housing are usually connected to supportive services designed to assist the homeless in achieving greater economic independence and a permanent, stable living situation. Services may include substance abuse treatment, mental and physical health care interventions, job training and employment services, individual and group counseling and life skills training.

- **Permanent Housing:** Affordable permanent housing or service-enriched permanent housing is linked with supportive services (on-site or off-site) and designed to allow formerly homeless clients to live at the facility on an indefinite basis.

Following are brief descriptions of homeless facilities located closest to Porterville. These facilities serve a variety of homeless persons, including battered women and children, persons with mental and/or physical disabilities, individuals, and needy families.

- The **Porterville Area Coordinating Council (PACC)** is a private, nonprofit organization that receives over 100 requests for assistance every month, many of which are for emergency housing. While the PACC does not operate an emergency shelter, it provides funding for individuals or families in need to spend one or two nights in a motel as emergency assistance. Between October 2002 and January 2003, the PACC provided funds for one- or two-night motel stays for an average of 23 individuals or families each month.
- **Porterville Rescue Mission** provides meals, clothing, counseling, and related services to over 100 individuals and families per month.
- The **El Granito Foundation** provides a range of services, including six emergency shelter beds. It also provides financial assistance for food, clothing, legal assistance and other essential services.
- The **Central California Family Crisis Center** is a multi-faceted organization providing services primarily to women with young children dealing with domestic violence and abusive situations. Its emergency shelter has 38 beds, including 4 cribs, and averages 31 clients per night. Minors – children under 18 years of age – constitute the majority of those served by the agency in FY 2001-2002. The agency can also provide transitional housing to up to 18 individuals at any one time; individuals are allowed to stay for up to one year. The agency also provides an array of counseling, job training, and budgeting/financial planning assistance.
- **The PAAR Center** is a drug and alcohol recovery home with 81 beds of transitional housing available for both men and women clients. PAAR Center clients stay an average of 60-90 days and are typically referred to PAAR through Tulare County Prevention Services. The Center estimates that approximately 15 percent of clients are homeless.
- **The Daybell-Brooks Transitional Shelter** provides seven beds for homeless single men in addition to counseling and financial assistance.
- **St. Vincent de Paul** provides food, clothing, and financial assistance to homeless persons.

Agricultural Workers

Agricultural workers are traditionally defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. Permanent farm laborers work in the fields, processing plants, or support activities on generally year-round basis. When workloads increase during harvest periods, the labor force is supplemented by seasonal labor, often supplied by a labor contractor. For some crops, farms may employ migrant workers, defined as those whose travel distance to work prevents them from returning to their primary residence every evening. Determining the true size of the agricultural labor force is problematic. For instance, the government agencies that track farm labor do not consistently define farmworkers (e.g. field laborers versus workers in processing plants), length of employment (e.g., permanent or seasonal), or place of work (e.g., the location of the business or field).

Farmworkers are generally considered to have special housing needs because of the limited income and the unstable nature of employment (i.e., having to move throughout the year from one harvest to the next). Statewide surveys provide some insight into the demographic characteristics and housing needs of farmworkers. Among the major findings are:

- **Limited Income** - Farmworkers typically earn very low incomes. According to the Rural Community Assistance Corporation, three-quarters of California's farmworkers earned less than \$10,000 a year in 2000. Only one out of seven earned more than \$12,500 annually. While many farmworker households include extended family members and therefore are households with multiple wage-earners, when household income and household size are considered, many still fall in lower income group.
- **Overcrowding** - Because of the very low incomes, farmworkers have limited housing options and are often forced to double up to afford rents. A statewide survey indicates that overcrowding is a prevalent and significant housing problem among farmworkers.
- **Substandard Housing Conditions** - Many farmworkers live in overcrowded conditions and substandard housing, including informal shacks, illegal garage units, and other structures generally unsuitable for occupancy.

Porterville is surrounded by fertile agricultural land and is located in an important agricultural region, both within California and the nation as a whole. According to the California Economic Development Department, Tulare County ranked as California's largest agricultural producing county in the total value of crops in 2001. Census data indicate that 1,588 persons (11 percent of the employed Porterville residents) worked in agricultural positions. This figure includes jobs in several supportive industries, such as food packing, processing, and transport. However, the high unemployment rates in the City may indicate a larger farmworker population in the City, which tends to exhibit high off-season unemployment rates.

Almost all major farm and other agricultural producers that employ seasonal, migrant, or year-round farmworkers are located outside the City boundaries in the unincorporated areas of

the County. Porterville is an urbanized community that offers affordable housing opportunities for many. As discussed later in detail, housing costs in Porterville are the lowest among the three largest communities in the County. The City also contains a larger proportion of rental units than the County. Many farmworkers migrate seasonally to different parts of the County and State for work when the farmworker households reside in the City. Specifically, the majority (77 percent) of the units approved, under construction, or constructed recently are for households earning very low and low income households (Table 4-2), available to farmworker households.

The City has no agriculturally designated land and therefore, temporary housing facilities such as farm labor camps are not appropriate housing arrangements within the City limits. However, permanent housing for farmworker households, such as rental apartments sponsored by the Rural Housing Services, or single-family homes constructed by self-help groups, are permitted in the City. Rental housing is permitted by right in the R-3 and R-4 districts and single-family homes are permitted by right in the R-1 district. The Porterville Zoning Ordinance regulates the development standards but not the users of developments. As long as the proposed development meets City standards, no additional conditions are placed when the potential occupants may be farmworker households. As demonstrated in Chapter 4, Housing Resources, the City has adequate supply of vacant land that can accommodate more than 5,700 additional units, including housing appropriate for farmworker households.

Furthermore, the City assists farm worker households by in obtaining affordable housing through its First-Time Low Income Home Buyer Program. A large proportion of households assisted under this program are farmworker households.

Within and immediately adjacent to Porterville, no housing facility is designated for agricultural workers and their families. However, two county facilities operated by the Housing Authority of Tulare County (HATC) are located nearby. To the City's west is the Woodville Farm Center, which offers 178 units for agricultural workers and their families. About 10 miles south of the City is the Terra Bella Farm Labor Center. This facility provides 14 units, each of which has 2 or 3 bedrooms. All of the units are available to farmworkers and families, with the restriction that the head of household must be a legal resident of the United States. According to HATC, as of March 2003, 14 families were on the waiting list for Woodville and 5 families were waiting for openings at Terra Bella.⁶ HATC notes that turnover at these facilities is limited – families tend to stay for many years.

⁶ Housing Authority of Tulare County, March 18, 2003.

C. HOUSING STOCK CHARACTERISTICS

This section of the Housing Element addresses various housing characteristics and conditions that affect the quality of life for Porterville residents. Housing factors evaluated include: housing stock and growth; tenure and vacancy rates; age and condition; housing costs; and affordability, among others.

1. HOUSING GROWTH

Between 1990 and 2000, 2,618 new housing units were built in Porterville, representing a 26 percent increase over ten years, similar to Tulare, a community of similar size. Table 2-11 compares housing growth in Porterville with other Tulare County jurisdictions.

Porterville's geography has not inhibited its rate of housing growth. Within the City limits, the City estimates nearly 1,500 acres of residentially zoned, undeveloped land. A further discussion of available land is provided in the "Housing Resources" chapter of the Housing Element.

Table 2-11
Housing Growth Trends in Tulare County Cities, 1990 - 2000

	Housing Units		Absolute Change	Percent Change
	1990	2000		
Dinuba	3836	4,670	834	21.7%
Exeter	2,651	3168	517	19.5%
Farmersville	1,732	2,269	537	31.0%
Lindsay	2,678	2,865	187	7.0%
Porterville	10,073	12,691	2,618	26.0%
Tulare	11,316	14,253	2,937	26.0%
Visalia	27,154	32,654	5,500	20.3%
Woodlake	1,585	1,874	289	18.2%

Source: US Census, 1990 and 2000

Mobility

Porterville, like the rest of Tulare County has had a mobile population. More than one half of the City's residents in 2000 had moved into new living quarters between 1995 and 2000. At the national and state levels, this mobility has been attributed to historically low mortgage rates.

Single-family housing construction in Porterville is likely to continue its relatively rapid growth. Despite several significant economic hardships, the City population had grown steadily in the last two decades and is projected to continue an annual growth rate of 2.8 percent through 2008,

according to the Tulare County Association of Governments. The housing stock will also increase due to annexations of unincorporated islands. The City is expected to annex the unincorporated island in the vicinity of Tule River.⁷

2. HOUSING TYPE AND TENURE

Housing Type

The housing stock in Porterville consists predominantly of single-family units (Table 2-12). Of the 2,658 new units constructed between 1990 and 2000, 2443 (92 percent), were single-family dwellings, the overwhelming majority of which were detached units. Although the Census data indicate that the number of mobile homes decreased during the last decade, no closure of any mobile home park or wholesale removal of mobile homes from the City occurred during that period.⁸ A change in the Census methodology may have resulted in the decrease of mobile homes in the City.

Table 2-12
Changes in Porterville's housing stock, 1990-2000

Housing Type	1990		2000	
	Number	Percent	Number	Percent
Single family	6,679	66.3%	9,112	71.6%
<i>Detached</i>	6,413	63.7%	8,625	67.7%
<i>Attached</i>	266	2.6%	487	3.8%
Multi-family	2,478	24.6%	2,979	23.4%
<i>2-4 units</i>	1,309	13.0%	1,526	12.0%
<i>5+ units</i>	1,169	11.6%	1,453	11.4%
Mobile homes	807	8.0%	640	5.0%
Other units	109	1.1%	-	0.0%
Total	10,073	100.0%	12,731	100.0%

Source: 1990 and 2000 U.S. Census

⁷ City of Porterville, March 2003.

⁸ City of Porterville, March 2003.

Housing Tenure

Approximately 44 percent of all households were renters. In comparison, 39 percent of the households Countywide were renters. Race and ethnic origin are somewhat useful predictors of housing tenure in Porterville. White, non-Hispanic householders are more likely to be owners than renters – 62 percent of all White non-Hispanic householders in Porterville were homeowners according to the Census. In contrast, Hispanic householders, both in Porterville proper as well as the Porterville urbanized area, divide about equally into homeowners and renters.

Table 2-13
Tenure of Occupied Housing Units, 1990 and 2000

Tenure	1990		2000	
	Number	Percent	Number	Percent
Owner occupied	5,356	55.7%	6,698	56.4%
Renter occupied	4,266	44.3%	5,186	43.6%
Total Households	9,622	100.0%	11,884	100.0%
Total Units	10,105		12,691	
Vacant Units	483	4.8%	807	6.4%

Source: US Census, 2000

In 2000, 2,589 large households resided in the City. Households of this size typically need housing units with three or more bedrooms, else they risk becoming overcrowded. Although the number of three- or more bedroom units (6,325 in all) far exceeds the number of large households in the City, most of the larger housing units were ownership units (Table 2-14). Just over one quarter of all owned units have two or fewer bedrooms. In contrast, only about one quarter of all rental units have three or more bedrooms; all others have two or fewer units.

Furthermore, a mismatch between housing supply and needs typically exists in most communities. Large units are often not occupied by large households; those with financial means tend to occupy larger units. In Porterville, 74 percent of the ownership units in the City are large units, with only 22 percent of the owner-households considered as large households. In contrast, while 26 percent (1,374) of rental units are large units, about 23 percent (1,181) of the renter-households are large households, indicating a comparatively tighter market for renter-households requiring large units (Table 2-15). Furthermore, many large renter-households earn lower incomes and cannot afford the large rental units on the market. As a result, 26 percent of the renter-households in the City lived in overcrowded conditions, according to the Census.

Table 2-14
Bedrooms Per Unit by Tenure, 2000

No. of bedrooms	Owned Units	%	Rental Units	%	Total Units	% of Total
0	153	2.3%	350	6.7%	503	4.2%
1	532	7.9%	1,490	28.4%	2,022	16.9%
2	1,093	16.2%	2,027	38.7%	3,120	26.1%
3	4,010	59.6%	1,131	21.6%	5,142	43.0%
4	863	12.8%	216	4.1%	1,079	9.0%
5+	78	1.2%	27	0.5%	105	0.9%
Total	6,729	100.0%	5,241	100.0%	11,971	100.0%

Source: U.S. Census, 2000

Table 2-15
Household Size by Tenure, 2000

Persons in Household	Owner-Occupied	%	Renter-Occupied	%	Total	% of Total
1	1,068	15.9%	1,171	22.3%	2,239	18.7%
2	1,988	29.5%	974	18.6%	2,962	24.7%
3	1,083	16.1%	1,015	19.4%	2,098	17.5%
4	1,182	17.6%	900	17.2%	2,082	17.4%
5	741	11.0%	554	10.6%	1,295	10.8%
6	354	5.3%	337	6.4%	691	5.8%
7 or more	313	4.7%	290	5.5%	603	5.0%
Totals	6,729	100.0%	5,241	100.0%	11,971	100.0%

Source: 2000 U.S. Census

Overcrowding

When a household is large relative to the size of its living quarters, overcrowding can occur. Overcrowding typically is associated with accelerated deterioration of homes, a shortage of street parking, and increased neighborhood traffic. As such, maintaining a reasonable level of occupancy and alleviating overcrowding conditions are critical to improving and enhancing the quality of life.

Counting the number of units that are overcrowded provides additional insight on housing needs. Overcrowding is an

What is overcrowding?

An overcrowded housing unit is typically defined as one with more than one person per room. When a unit is occupied by more than 1.5 persons per room, it is considered as severely overcrowded. Dining and living rooms are counted, but kitchen and bathrooms are not included in this calculation.

— State Department of Housing and Community Development

indicator that housing costs are high relative to income, such that families and individuals who otherwise would live alone, share units so as to devote income to other basic needs like food and medical care. However, cultural preference is also a factor that influences the overcrowding rate in a community. Many Hispanics and Asians live with extended family members. Also, recent immigrants from Mexico and Asian countries have a high level of tolerance for overcrowding due to the housing situations in their origin countries.

Among all households in Porterville, 19.1 percent were overcrowded in 2000. Among renter-households, 26.2 percent were overcrowded, relative to 13.6 percent of all owner-households. Specifically, more than half of the overcrowded households were considered to be severely overcrowded (15 percent of all renter-households, 7 percent of all owners; 10 percent of all households). Overcrowding rates have risen steadily in the last two decades. The overall overcrowding rate in 1980 was 5.2 percent; it grew to 13.4 percent in 1990 and 19.1 percent in 2000.

Overcrowding and Race/Ethnicity

Household size and overcrowding varies dramatically along racial and ethnic lines. In comparing overcrowding information among racial and ethnic groups, however, one must take cultural factors into account. For example, although more than 40 percent of Porterville's Asian population lives in overcrowded conditions, other Census data indicate that Porterville's Asian population is relatively prosperous on the whole and that this overcrowding may be explained by cultural preferences rather than economic circumstances.

A different situation for Hispanic households may be inferred from the Census data. Nearly 38 percent of all households with a Hispanic householder were overcrowded. Like Asians, cultural preference plays a significant role in household overcrowding for Hispanics, who often live with extended family members. However, given that the majority of Porterville residents living in poverty were Hispanics, the overcrowding situation among this group may also be income driven.

3. HOUSING AGE AND CONDITION

Housing stock in the City is relatively young. Two-thirds of all housing units in the City were built in 1970 or later and 42 percent of all housing units were built in 1980 or later. The age profile of housing in Porterville is roughly similar to that of Tulare County as a whole.

Housing age can be an important indicator of housing conditions. Housing is subject to gradual deterioration over time. As a general rule within the housing industry, structures older than 30 years begin to show signs of deterioration unless efforts are made to maintain and improve the quality. Unless properly maintained, units 50 years and older typically require major renovations to remain in good condition.

Table 2-16
Housing Age, 2000

Year Constructed	Owner Occupied	Percent	Renter Occupied	Percent
1990 or later	1,932	28.7%	934	17.8%
1980-1989	1,416	21.0%	949	18.1%
1970-1979	1,473	21.9%	1,268	24.2%
1960-1969	618	9.2%	692	13.2%
1940-1959	937	13.9%	1,066	20.3%
1939 or earlier	353	5.2%	332	6.3%
Totals	6,729	100%	5,241	100%

Source: U.S. Census, 2000

About 72 percent of ownership units and 60 percent of rental units in Porterville were built after 1970 (Table 2-16). In contrast, 28 percent of ownership units and 40 percent of rental units were built before 1970, at an age that signs of deterioration begin to show unless the units have been well-maintained. While the relative youth of the housing stock might on its own suggest generally good housing conditions, field reconnaissance indicates that certain areas exhibit deferred maintenance issues. Specifically, the older homes are being used as rentals, potentially presenting additional concerns regarding housing maintenance. Unlike apartment complexes, on-site management is not available when homes are rented out individually. Knowledge of and financial resources for repair works may also be limited for property owners of single rental units or small complexes.

Housing Conditions Survey

As part of the Housing Element update, the City conducted a parcel-by-parcel housing conditions survey that involves the City's CDBG target areas and unincorporated islands (Figure 2-3). The survey area encompasses 5,580 parcels, of which 1,074 are occupied by nonresidential uses and 362 are vacant lots scattered throughout residential neighborhoods. Excluding vacant and nonresidential parcels within the surveyed area, a total of 4,144 parcels were surveyed for exterior conditions of the building structures.

Methodology: A windshield survey was conducted for 4,144 parcels. Structures, not units, on the individual parcels were rated. Where a parcel contains more than one unit (such as multi-family structures, duplexes, triplexes), an average rating for all structures on that parcel was assigned. Since this was a windshield survey of exterior conditions, only conditions visible from the public right-of-way were evaluated. The following criteria were used in the survey:

Foundation

- Existing foundation in good condition (0 point)
- Repairs needed (10 points)
- Needs a partial foundation (15 points)

Siding/Stucco

- Does not need repair (0 point)
- Needs re-painting (1 point)
- Needs to be patched and re-painted (5 points)
- Needs replacement and painting (10 points)

Roofing

- Does not need repair (0 point)
- Shingles missing (5 points)
- Chimney needs repair (5 points)
- Needs re-roofing (10 points)
- Roof structure needs replacement (25 points)

Windows

- Does not need repair (0 point)
- Broken windows and panes (1 points)
- In need of repair (5 points)
- In need of replacement (10 points)

Definition of Housing Conditions: Based on the criteria above, the following definitions of housing conditions are used. Figure 2-4 illustrates the various housing conditions.

Sound: (0-9 points) A unit that appears new or well maintained and structurally intact. The foundation should appear structurally undamaged and there should be straight roof lines. Siding, windows, and doors should be in good repair with good exterior paint condition. Minor problems such as small areas of peeling paint and/or other maintenance items are allowable under this category.

Minor: (10-15 points) A unit that show signs of deferred maintenance, or which needs only one major component such as a roof.

Moderate: (16-39 points) A unit in need of replacement of one or more major components and other repairs, such as roof replacement, painting, and window repairs.

Substantial: (40-55 points) A unit that requires replacement of several major systems and possibly other repairs (e.g. complete foundation work, roof structure replacement and re-roofing, as well as painting and window replacement).

Dilapidated: (56+ points) A unit suffering from excessive neglect, where the building appears structurally unsound and maintenance is none-existent, not fit for human habitation in its current condition, may be considered for demolition or at minimum, major rehabilitation will be required.

Survey Results: Consistent with the age of the City's housing stock, the majority of the housing units in the target areas are in sound condition. Of the parcels surveyed, approximately 85 percent are considered to be in sound condition. Approximately nine percent require minor repairs and three percent require moderate repairs. However, close to four percent of the units may require substantial repairs.

Table 2-17
Housing Conditions Survey

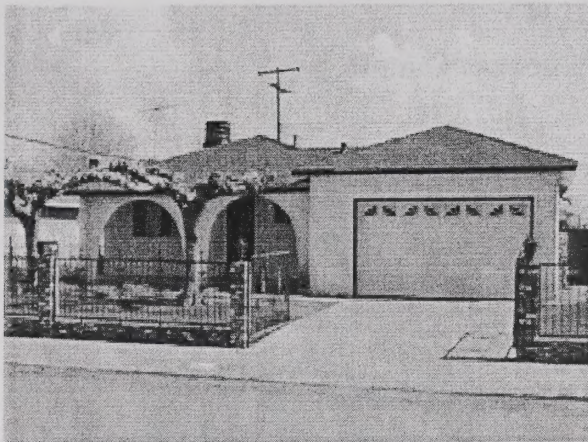
Condition	Number of Parcels	% of Total
Sound	3,504	84.6%
Minor	365	8.8%
Moderate	119	2.9%
Substantial	156	3.8%
Total	4,144	100.0%

Figure 2-3: Housing Conditions Survey Areas



Figure 2-4
Housing Conditions

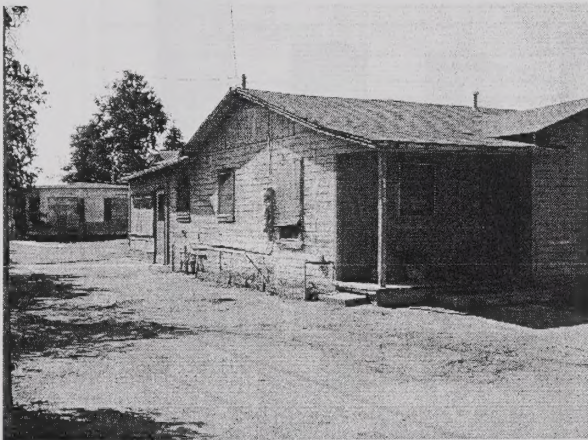
Back page of Figure 2-3



Sound Condition



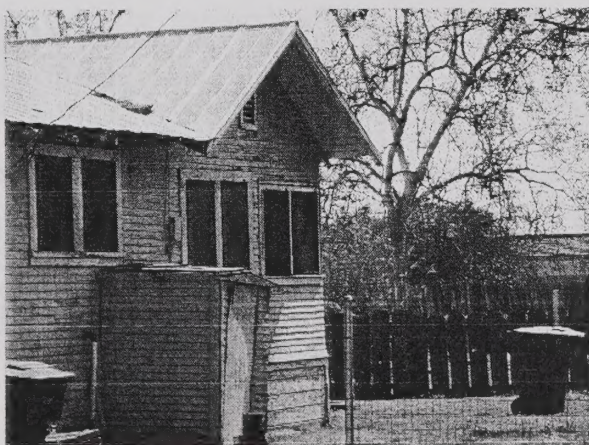
Minor Rehabilitation



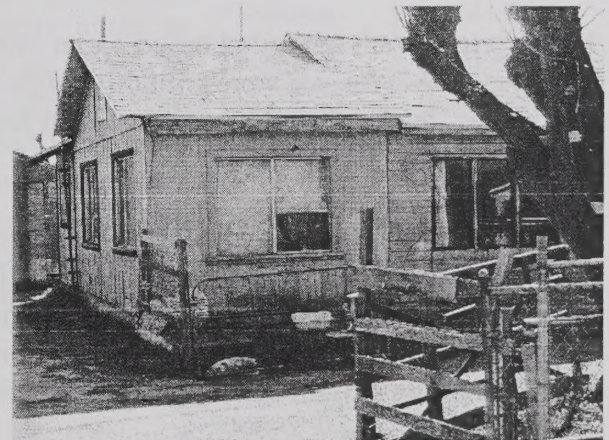
Moderate Rehabilitation



Moderate Rehabilitation



Substantial Rehabilitation



Substantial Rehabilitation

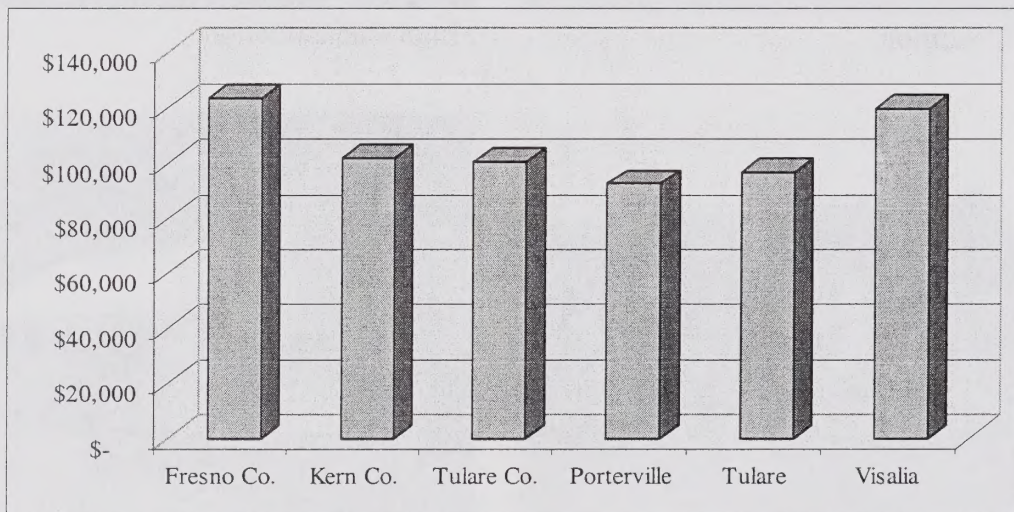
Figure 2-4
Housing Conditions

4. HOUSING COSTS AND AFFORDABILITY

Housing Costs

Housing costs in Porterville and Tulare County are generally lower than most parts of California. Compared to nearby counties, housing prices in Tulare County are low, according to real estate sales data compiled by the California Association of Realtors (CAR). Within Tulare County, Porterville's median home price was the lowest among the three largest cities (Figure 2-5).

Figure 2-5
Median Home Prices, 2002 (2nd Quarter)



Note: CAR data include sale prices of single-family homes, townhomes/condominiums, and mobile homes and therefore, often exhibit lower median prices than estimated by type.

Source: California Association of Realtors (CAR), January 2003

Home prices were compiled based on an internet search on listed sales in Porterville. Most homes available for sale were primarily single-family homes, with ten mobile homes also listed. In addition, the Porterville Recorder listed four of the ten mobile home parks in the City with available spaces listed for sale.

Three-bedroom single-family homes were the predominant size, selling at a median price of \$122,900 (Table 2-18). Some older and smaller homes were also available for sale at a median price of \$81,000. Overall median price of single-family homes was \$124,950. Mobile homes were selling at significantly lower prices, representing an affordable housing option for many. The median price of mobile homes was \$22,667.

Table 2-18
Home Prices in Porterville, July 2003

Size	# for Sale	Range ¹	Median
Mobile Homes			
2 bedrooms	6	\$8,333 - \$24,950	\$11,000
3 bedrooms	4	\$24,333 - \$99,900	\$29,700
Total	10	\$8,333 - \$99,900	\$22,667
Single-Family Homes			
2 bedrooms	21	\$48,000 - \$619,000	\$81,000
3 bedrooms	81	\$64,000 - \$436,000	\$122,900
4 bedrooms	17	\$109,950 - \$795,333	\$162,990
5+ bedrooms	10	\$95,000 - \$495,000	\$236,000
Total	129	\$48,000 - \$795,333	\$124,950

Source: Realtor.com

Note 1: The upper end figures for single-family homes are typically caused by homes on large lots. Several homes listed for sale have lot sizes over ten acres.

Approximately 44 percent of the households in Porterville are renters. Therefore, the availability of rental housing in the City affects a significant portion of the population. Based on a review of internet rental listings and classified advertising in the *Porterville Recorder*, typical apartments are renting at between \$320 and \$600 for small units (one- and two-bedrooms). The lower rental rates – less than \$400 for small units – are offered by publicly assisted affordable housing projects such as Alderwood and Evergreen. Three-bedroom units are renting at significantly higher rates and are limited in supply. The Glenwood Hotel (for seniors) offers studio apartments at a monthly rent of \$245. However, as previously mentioned, many single-family homes in Porterville are used as rentals. Homes for rent typically go for higher rents. Most homes available for rent are three-bedroom homes, renting from just below \$600 to \$1,200.

Table 2-19
Apartment Rents, 2003

Size	Range
Apartments	
Studio	\$245 - \$250
1 bedroom	\$324 - \$560
2 bedrooms	\$370 - \$585
3 bedrooms	\$780 - \$810
Homes	
1 bedroom	\$385 - \$450
2 bedrooms	\$450 - \$625
3 bedrooms	\$575 - \$1,200
4 bedrooms	\$675 - \$1,100

Sources: Springstreet.com, VacancyNet.com, and *Porterville Recorder*.

Section 8 Vouchers: According to the Housing Authority of Tulare County (HATC), 662 households in Porterville (in both incorporated and unincorporated areas) receive Section 8 vouchers, accounting for 22 percent of the 3,000 vouchers in use Countywide.⁹ Among all the renter-households in Greater Porterville, about 8.6 percent use Section 8 vouchers.

Housing Affordability

The Department of Housing and Urban Development (HUD) annually conducts housing income surveys to determine the maximum affordable payments of different households and the eligibility for federal housing assistance. These income surveys by HUD are adopted by the State Department of Housing and Community Development (HCD) to determine eligibility for state housing assistance. The Area Median Income (AMI) established by HCD provides a benchmark for estimating the affordability of housing and the ability of newcomers to move into the community.

Housing affordability can be inferred by comparing the cost of renting or owning a home in Porterville with the maximum affordable housing cost to households at different income levels (Table 2-20). The affordable housing prices and rents in Table 2-20 can be compared to current market prices for single-family homes and apartments to determine what types of housing opportunities are available to households of different income levels.

Extremely low income households: Households whose incomes are at or below 30 percent of AMI are considered extremely low income. A review of classified advertising sections of the *Porterville Recorder* from January and February 2003 and an internet search of rental listings indicated that a small percentage of advertised apartments for rent fell within these limits (mostly \$275-\$325), but all were studios or one bedroom units. Two- and three-bedroom apartments, more appropriate for families of four or more people, started at about \$425 in monthly rent. Housing opportunities for this income group are extremely limited.

Very Low Income Households: Very low-income households earn between 31 and 50 percent of the AMI. A review of classified advertising indicated that most of the two-bedroom apartments and mobile homes available during January and February 2003 were renting between \$425 and \$600 per month. One apartment development offered two-bedroom units at below \$400. However, large households needing three-bedroom units may have difficulty finding affordable housing.

With regard to ownership housing, housing units affordable to very low income households range between \$50,000 and \$76,000. Aside from some small mobile/manufactured homes and small and older single-family homes, few units listed for sale were affordable to very low income households.

⁹ Housing Authority of Tulare County, March 2003.

Low-Income Households: Low-income households earn between 51 and 80 percent of AMI. Apartments and homes advertised for rent were mostly affordable to this income group. In general, most two- and three-bedroom homes listed for sale were affordable to low income households.

Table 2-20
Housing Affordability Matrix (2003)

Income Group	Income Levels		Additional Housing Costs		Maximum Affordable Price/Rent	
	Annual Income	Affordable Payment	Utilities	Taxes & Insurance	Ownership	Rental
Extremely Low (30% of AMI)						
One person	\$9,616	\$240	\$50	\$50	\$23,448	\$190
Four people	\$13,600	\$340	\$100	\$50	\$31,732	\$290
Six people	\$15,800	\$395	\$150	\$50	\$32,567	\$345
Very Low (50% of AMI)						
One person	\$15,900	\$398	\$150	\$50	\$49,685	\$348
Four people	\$22,700	\$568	\$100	\$50	\$69,726	\$518
Six people	\$26,350	\$659	\$150	\$50	\$76,615	\$609
Low (80% of AMI)						
One person	\$25,400	\$635	\$50	\$100	\$80,999	\$535
Four people	\$36,300	\$908	\$100	\$100	\$118,158	\$808
Six people	\$42,150	\$1,054	\$150	\$100	\$134,233	\$954
Moderate (120% of AMI)						
One person	\$38,150	\$954	\$50	\$150	\$125,883	\$804
Four people	\$54,500	\$1,363	\$100	\$150	\$185,797	\$1,213
Six people	\$63,200	\$1,580	\$150	\$150	\$213,771	\$1,430

Notes

1. Utility costs for renters assumed at \$50/\$100/\$150 per month
2. Monthly affordable rent based on payments of no more than 30% of household income
3. Calculation of affordable home sales prices based on a down payment of 10%, annual interest rate of 7%, 30-year mortgage, and monthly payment of gross household income

Housing Cost Burden

As a general rule of thumb, households are considered to have a housing cost burden when housing costs – mortgages, rents, and/or other costs associated with housing – exceed 30 percent of gross household income. Housing cost burden is a particular problem for some segments of the community.

The 2000 Census data indicate that almost half (47 percent) of all rental households in Porterville spent 30 percent or more of household income on rent in 1999. This percentage exceeded the rates for Tulare County (41 percent) and California as a whole (42 percent). Among households in rentals with very low incomes (less than half of the area median income), 77 percent had a housing cost burden. Nearly all renter-households that had a cost burden were very low income.

In contrast, housing cost burden was much less prevalent among homeowners – 27 percent of owner-households spent 30 percent or more of household income on housing costs in 1999, according to the Census. This figure was lower than the rates for Tulare County (29 percent) and California as a whole (31 percent).

Senior residents who rent were most affected by housing cost burden. Such households typically have fixed incomes, making rent increases more difficult to absorb. In Porterville, about 43 percent of renter-households headed by seniors (age 65 or older) had a housing cost burden. Among all senior homeowners, by contrast, only 22 percent had a housing cost burden.

Housing cost burden also varies by household type and is also more prevalent among lower income households than those in other income groups. As shown in Table 2-21, extremely low, very low, and low income large households are proportionately more impacted by housing cost burden than other households.

Table 2-21
Housing Cost Burden by Income and Household Characteristics

Year Constructed	Renters			Owners			Total Hhlds
	Elderly	Large Families	Total Renters	Elderly	Large Families	Total Owners	
Ext. Low Income (0-30% MFI)	143	360	1,302	92	157	429	1,731
% with any housing problem	45%	95%	84%	60%	97%	77%	82%
% with cost burden >50% only	11%	12%	32%	51%	57%	38%	34%
% with cost burden >30% to 50%	24%	2%	9%	9%	0%	4%	8%
Very Low Income (31-50% MFI)	271	257	1,301	167	118	437	1,738
% with any housing problems	51%	96%	82%	38%	80%	71%	79%
% with cost burden >50% only	18%	9%	15%	16%	46%	38%	21%
% with cost burden >30% to 50%	33%	7%	36%	23%	17%	15%	31%
Low (51-80% MFI)	153	258	1,139	397	283	1,159	2,298
% with any housing problem	52%	80%	54%	25%	88%	60%	57%
% with cost burden >50% only	9%	0%	2%	10%	4%	9%	5%
% with cost burden >30% to 50%	36%	3%	25%	16%	25%	31%	28%
Total Households	657	1,125	5,177	1,600	1,377	6,675	11,825

Abbreviation: Hhlds = Households

Source: Comprehensive Housing Affordability Strategy (CHAS), 2003

5. INVENTORY OF AFFORDABLE HOUSING

Many government programs assist with the creation and maintenance of affordable housing. Publicly assisted housing in Porterville includes housing subsidized with federal, state, and local funding resources (Table 2-22). The affordability of these housing units is typically governed by the loan terms and deed restrictions. Upon expiration of the loan terms and deed restrictions, or termination of subsidies, some of these assisted housing units may be at risk of converting to market rate housing. This section of the Housing Element provides an inventory of publicly assisted rental housing in the City, and the potential for these units to convert to market rate housing.

At-Risk Housing

Santa Fe Plaza and La Sarena are two HUD-funded projects with contracts for Section 8 rental assistance that are due to expire within the next ten years. However, both projects are nonprofit owned and the intent to maintain these units as long-term affordable housing is ensured. Furthermore, HUD has prioritized funding for Section 8 contract renewals for nonprofit-owned properties, particularly for housing serving seniors and disabled persons. Therefore, HUD and

the California Housing Partnership consider these projects as low risk of converting to market-rate housing.

In addition, three FmHA Section 515 housing developments are located in Porterville. Section 515 projects have mortgage terms of 50 years. Two of the projects – Alderwood and Evergreen – have rent subsidy contracts that will expire over the next 10 years. The third project, Porterville Gardens, has no rent subsidy contract and is not eligible to convert to market-rate housing.

In addition to the potential for expiring rent subsidies, these projects are also eligible to prepay the remaining mortgage and opt out of affordability controls. However, the nature of the program makes it difficult for these projects to prepay and convert to market-rate rents. To qualify for prepayment and conversion, the owner must prove that the affordable housing provided by the project is not needed. Discussions with FmHA representatives indicate that few farm housing projects have ever been able to document that affordable, farm housing is no longer needed. Therefore, the affordable housing restrictions are expected to continue for the entire duration of the loan. Additional incentives, such as rent subsidies, are often offered to encourage the continued affordability of the units.

**Table 2-22
Inventory of Affordable Housing**

Project	Funding Program	Units Assisted	Affordability Controls	Conversion Status
HATC Scattered Sites	Public Housing	285	Permanent	Not at risk
Santa Fe Plaza	Section 202/ Section 8	105	10/25/2003	Section 8 at risk of expiration - low risk due to nonprofit ownership
La Serena	Section 221(d)(3)/ Section 8	65	4/17/2004	Section 8 at risk of expiration - low risk due to nonprofit ownership
Alderwood	FmHA	64	Subsidy contract renewed in 1999	Subsidy contract at risk of expiration - low risk due to Section 515 conversion requirements
Evergreen	FmHA	40	Subsidy contract renewed in 1999	Subsidy contract at risk of expiration - low risk due to Section 515 conversion requirements
Porterville Gardens	FmHA	62	50-year mortgage	Not eligible for prepayment - not at risk
Glenwood Hotel	LIHTC/CDBG/HCD	36	2019	Not at risk
Porterville Hotel	LIHTC/CDBG/HCD	70	2019	Not at risk
Mountain View	LIHTC	60	2019	Not at risk
Villa Robles	LIHTC	100	2028	Not at risk
St. James Place	HOME/RDA	14	2032	Not at risk
Porterville Family Apt. (Under construction)	LIHTC	79	55 years	Not at risk
Parkview Village (Under construction)	LIHTC	81	55 years	Not at risk

Preservation of At-Risk Housing

To maintain the existing affordable housing stock, the City may either preserve the existing assisted units or replenish the affordable housing with new units. HUD provides the Mark-to-Market and Mark-up-to-Market programs for Section 8 projects seeking renewal. If current contracted rents exceed the Fair Market Rent (FMR), HUD will provide favorable tax treatment to property owners in return for preserving the units at affordable rents (Mark-to-Market). For apartments renting at below FMR rates, HUD allows rents to be increased to levels comparable to market rents, though not exceeding 150 percent of the FMR (Mark-up-to-Market).

Given the nonprofit ownership of the two Section 8 projects, contract renewal is expected as long as Section 8 funding continues to be available. Should Section 8 funding become unavailable in the future, the City may use other funding sources to provide ongoing rent subsidies. Similarly, should rent subsidies from FmHA be terminated, the City may use other funding sources to maintain these housing units as affordable rentals. Approximately \$96,514 in rent subsidies may be needed monthly or \$1,158,168 annually to maintain affordability for the 274 very-low-income households (Table 2-23) residing at the four developments.

Another option for preservation is to reduce the monthly mortgage payment on the property to the extent that rent subsidies would no longer be needed to maintain the financial viability of the projects. This can be achieved by refinancing the remaining mortgage with a reduced interest rate or by providing a lump-sum principal write-down to the projects.

Table 2-23
Rent Subsidies Required

Unit Size	Annual Income	Affordable Monthly Cost	Utility	Fair Market Rent	Per Unit Subsidy	# of Units	Total Monthly Subsidy
1-bedroom (senior)	\$12,720	318	50	439	171	105	\$17,955
1-bedroom	\$14,520	363	50	572	259	13	\$3,367
2-bedroom	\$16,360	409	60	798	449	90	\$40,410
3-bedroom	\$18,160	454	70	911	527	66	\$34,782
Total						274	\$96,514

Notes:

1. Distribution of unit size for Evergreen and Alderwood is assumed to be 50% 1-bedroom and 50% 2-bedroom units.
2. Household size assumptions: 1-bedroom (senior) = 1 person; 1-bedroom (regular) = 2 persons; 2-bedroom = 3 persons; 3-bedroom = 4 persons
3. Annual income (2003) - estimated at 80% of the maximum income for very low income households, adjusted for household size.

Replacement Option

The City also may wish to build new very low-income housing units to replace any at-risk units lost. Given the nonprofit ownership of Santa Fe Plaza and La Serena and the commitment to providing affordable housing, constructing new units, while a worthwhile action, is not a necessary action to maintain the affordable housing stock.

The cost of developing housing depends upon a variety of factors, including density, size of the units (i.e., number of bedrooms), location, land costs, and type of construction. The average construction cost for a rental residential unit is approximately \$54,000 (including land, construction, financing, marketing, and profit), based on discussions with developers active in Porterville (see Chapter 3 for discussions on construction and land costs). Replacement of the 104 affordable units at the two FmHA projects could cost approximately \$5.6 million, with many important variables that could alter the overall costs. Given a limited pool of financial resources, development of replacement housing should seek to leverage participation by non-profit or for-profit housing developers, or other public entities.

The first part of the report discusses the background and objectives of the study. It highlights the importance of understanding the factors that influence the performance of the system under investigation. The objectives are clearly defined, and the scope of the study is outlined.

The second part of the report presents the methodology used in the study. It describes the experimental setup, the data collection process, and the analysis techniques employed. The methodology is detailed and reproducible, ensuring the validity of the results.

The third part of the report discusses the results of the study. It presents the data collected and the analysis performed. The results are presented in a clear and concise manner, highlighting the key findings of the study.

The fourth part of the report discusses the conclusions of the study. It summarizes the findings and provides recommendations for future research. The conclusions are based on the results of the study and are supported by the data.

Parameter	Value	Unit
Parameter 1	1.2	mm
Parameter 2	0.5	mm
Parameter 3	0.1	mm
Parameter 4	0.05	mm
Parameter 5	0.02	mm
Parameter 6	0.01	mm
Parameter 7	0.005	mm
Parameter 8	0.002	mm
Parameter 9	0.001	mm
Parameter 10	0.0005	mm

The fifth part of the report discusses the limitations of the study. It identifies the factors that may have influenced the results and provides a discussion of the potential sources of error. The limitations are clearly stated and discussed in detail.

The sixth part of the report discusses the future work. It outlines the areas that need to be further investigated and provides recommendations for future research. The future work is clearly defined and supported by the results of the study.

CHAPTER 3

HOUSING CONSTRAINTS

Providing adequate and affordable housing opportunities is an important goal for Porterville. However, many factors can limit the development, maintenance, and improvement of housing. These constraints include market mechanisms, government regulations, environmental conditions, and the availability of urban infrastructure. This chapter addresses the potential constraints affecting the development and improvement of housing in Porterville.

A. MARKET CONSTRAINTS

Land and construction costs are key factors determining housing price. The availability of financing also influences access to housing. All of these market-related factors have the potential to act as constraints on the production of new housing. Although such constraints are largely market-driven, jurisdictions have some ability to institute programs and policies to address the constraints. The discussion below analyzes these market constraints and where feasible, introduces the activities the City can undertake to mitigate their impacts.

1. CONSTRUCTION COSTS

Based on discussions with residential developers working in Porterville and Tulare/Kings region, the cost of single-family construction is estimated at \$45 to \$55 per square foot, not including development fees. For an average 1,500-square-foot house, construction costs would range from \$67,500 to \$82,500. Multi-family residential construction is more costly, typically averaging \$55 to \$65 per square foot, net of fees. For an 800-square-foot apartment, construction costs would range between \$44,000 and \$52,000 per unit. When development fees are included, the costs of construction increase significantly (see discussion on development fees on page 3-14).

Construction costs are usually consistent throughout the region and fluctuate in response to costs of construction materials and labor market trends. The City has little ability in influencing such cost factors. However, to the extent feasible, the City provides gap financing for affordable housing projects either as on-/off-site improvements, construction subsidies, or site acquisition using local, state and federal funds.

2. LAND COSTS

Land costs vary depending on whether the site is vacant or has an existing use that must be cleared. Land costs are also affected by the presence of site constraints like slopes, rocky soils, and seismic/flood hazards. Easy connections to urban infrastructure, including roads and municipal utilities, typically increase land value.

Developers active in Porterville and Tulare County reported relatively low land costs compared to most other urban areas in California. Single-family residential developers estimated land costs as low as \$15,000 per acre (about \$0.34 per square foot) and up to \$35,000 per acre (\$0.80 per square foot). Assuming a 6,000-square-foot lot, the land cost per unit ranges between \$2,720 and \$6,400. The land cost for lots in Planned Unit Developments (PUDs), where lot sizes can be smaller, would typically be proportionately lower. According to local developers, multi-family residential land costs are lower on a per-unit basis, ranging between \$1,350 and \$2,000 for developments in 2002-2003.

The cost differences among properties with similar zonings are due primarily to two factors: location and availability of infrastructure. Areas toward the edge of the City where infrastructure is not yet available command lower land costs than in the central City areas, but require more infrastructure improvements to make the land “developable”, ultimately increasing the cost of development.

Similar to construction costs, the City has little ability to influence the costs of land. However, to the extent feasible, the City assists with site acquisition and infrastructure improvements using local, State and federal funds.

3. AVAILABILITY OF FINANCING

The availability of financing affects a person’s ability to purchase or improve a home. Under the Home Mortgage Disclosure Act (HMDA), lending institutions must disclose information on the disposition of loan applications by the income, gender, and race of the applicants. This applies to all loan applications for home purchases and improvements, whether financed at market rate or through government-backed programs. Government-backed loans include those insured or guaranteed by the Federal Housing Administration (FHA), the Veterans’ Administration (VA), the Farm Service Administration (FSA), or the Rural Housing Service (RHS).

The primary concern in a review of lending activity is to determine whether home financing is available to all income groups in the community. The data presented in this section include the disposition of loan applications submitted to financial institutions for home purchase and home improvement loans in Porterville. Included is information on the percentage of loan applications that were approved or denied by lenders or withdrawn by applicants at different income levels.

Home Purchase Loans

According to HMDA data, 562 households applied for conventional loans and 495 households applied for government-backed loans to purchase homes in Porterville in 2001.¹ About 53 percent of all home loan applications were for conventional loans; government-backed loan applications comprised the remaining 47 percent (Table 3-1).

Table 3-1
Disposition of Home Purchase Loan Applications
by Income and Race/Ethnicity, 2001

Applicant Income	Conventional Loans				Government-Backed Loans			
	Total Applicants	% Approved	% Denied	% Other	Total Applicants	% Approved	% Denied	% Other
Very Low <50%	37	67.6%	21.6%	10.8%	47	78.7%	14.9%	6.4%
Low 50% to <80%	83	71.1%	21.7%	7.2%	171	86.0%	4.7%	9.4%
Moderate 80% - 120%	130	71.5%	18.5%	10.0%	141	88.7%	5.7%	5.7%
Above Moderate > 120%	263	84.4%	9.1%	6.5%	132	87.1%	5.3%	7.6%
Not available	49	67.3%	12.2%	20.5%	4	50.0%	50.0%	0.0%
Total	562	76.9%	14.2%	8.9%	495	86.1%	6.5%	7.5%

Applicant Income	Conventional Loans				Government-Backed Loans			
	Total Applicants	% Approved	% Denied	% Other	Total Applicants	% Approved	% Denied	% Other
White	296	83.1%	9.8%	7.1%	165	90.9%	4.2%	4.8%
Hispanic	170	72.9%	15.3%	11.8%	268	85.4%	6.3%	8.2%
Asian	14	78.6%	14.3%	7.1%	14	85.7%	14.3%	0.0%
Other	9	88.9%	11.1%	0.0%	4	100.0%	0.0%	0.0%
Black	1	100.0%	0.0%	0.0%	2	50.0%	0.0%	50.0%
Native American	1	100.0%	0.0%	0.0%	3	66.7%	0.0%	33.3%
Joint	20	90.0%	10.0%	0.0%	17	88.2%	11.8%	0.0%
Not Available	51	45.1%	39.2%	15.7%	22	59.1%	18.2%	22.7%
Total	562	76.9%	14.2%	8.9%	495	86.1%	6.5%	7.5%

¹ HMDA data do not provide information by city. To compile applications for the City of Porterville, the census tracts that generally comprise the City are used.

The approval rate for conventional home purchase loan applications was nearly 77 percent in 2001, with a denial rate of 9 percent. Typically the reasons for denial are related to credit history, employment history, and debt-to-income ratio. Overall, the disposition of loan applications in Porterville was consistent with Countywide averages during the same period. The approval rate for very low income applicants was 67 percent, but more than 70 percent for low and moderate income applicants – all significant majorities.

Home purchase loan applications were also analyzed by racial and ethnic groups. Applicants identified as White (296) and as Hispanic (170) constituted the overwhelming majority of loan applicants – nearly 83 percent. The approval rate for White applicants was slightly higher (83 percent) than the City average of 77 percent. The approval rate for Hispanics was slightly lower (73 percent) than the City average. Given the income and poverty status by racial/ethnic group presented in Chapter 2, the lower approval rate among Hispanic applicants can be expected.

The approval rate for government-backed loans was over 86 percent. Among income groups, the approval rate ranged from 79 percent for very low income applicants to 89 percent for moderate income applicants. Hispanic applicants (268) outnumbered White applicants (165) for government-backed loans. Hispanic applicants realized an 85 percent approval rate; White applicants, 91 percent.

In the conventional loan market, the top five lenders in Porterville in 2001 were Wells Fargo Bank, Provident Mortgage, CTX Mortgage, Bank of the Sierra (a Porterville-based institution), and Greenpoint Mortgage. These five lenders accounted for about 42 percent of all Porterville conventional loan applications during 2001. Overall, mortgage financing is available to Porterville residents.

Home Improvement Loans

Homeowners typically seek home improvement loans to help them remain in their current dwellings or to rehabilitate a recently purchased home. Loans are used for a wide range of improvements, including major rehabilitation (roof or foundation repair), abatement of problems (termite infestation), and additions to existing dwellings. In general, home improvement loans are more difficult to secure than home purchase loans, often because home owners have existing mortgages. As such, many homeowners have high debt-to-income ratios that make it difficult to qualify for additional loans, particularly at lower income levels.

During 2001, a total of 302 conventional home improvement loan applications were submitted in Porterville (Table 3-2). No application for government-backed home improvement loans was filed during this period. The majority of applicants (58 percent) were above-moderate income households; this group realized an approval rate of 63 percent. Very low to moderate income groups had approval rates below 50 percent.

Most applicants for home improvement loans did not offer information on race. Among the few applicants that identified their race/ethnicity – 54 Hispanic and 53 White applicants – the approval rates were 63 percent and 70 percent, respectively.

Table 3-2
Disposition of Conventional Home Improvement Loan Applications
by Income and Race/Ethnicity, 2001

Income Level	All Applicants		Approval Rate by Race	
	#	% Approved	Hispanic	White
<50%	22	31.8%	25.0%	0.0%
50%-<80%	30	40.0%	55.6%	25.0%
80%-<100%	26	26.9%	0.0%	66.7%
100%-<120%	32	56.3%	54.6%	66.7%
>=120%	174	62.7%	78.5%	73.8%
Not Available	18	5.6%	0.0%	100.0%
Total	302	51.0%	62.9%	69.8%

Note: A large number of home improvement loan applicants did not offer information on race and ethnicity.

B. GOVERNMENTAL CONSTRAINTS

Local land use policies and regulations can exert significant influence on housing prices and availability. Land use controls, site improvement requirements, fees and exactions, permit processing procedures, and other related factors can individually and collectively act as constraints upon the development, maintenance, and improvement of housing. This section analyzes Porterville's land use policies and regulations as potential constraints.

1. LAND USE POLICIES

The Land Use Element of the Porterville General Plan (July 1998) sets forth policies that guide all development. These policies, implemented through the Porterville Zoning Ordinance, establish the amount and distribution of land for different uses within the City.

Porterville has four general plan designations that relate exclusively to residential uses; one other designation allows residential uses among other uses. These are:

- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Professional Office

These general plan designations correspond to seven residential zoning districts and one nonresidential zoning district:

- R-A (Suburban Residential)
- R-E (One-Family Estate)
- R-1-8 (One-Family 8,000-Square-Foot)
- R-1 (One-Family)
- R-2 (Four-Family)
- R-3 (Multiple Family)
- R-4 (Multiple Family)
- P-O (Professional Office)

As shown in Table 3-3, single-family uses are allowed in all districts, but are primarily concentrated in the R-A, R-E, R-1-8, and R-1 districts, with additional single-family uses in the R-2 district. Multi-family uses are allowed in the R-3, R-4, and P-O zoning districts.

Table 3-3
Housing Types Permitted by Zoning District

Housing Type	Zoning Districts							
	R-A	R-E	R-1-8	R-1	R-2	R-3	R-4	P-O
Residential Uses								
Single-family dwelling	x	x	x	x	x	x	x	
Two-family dwelling				x ¹	x	x	x	
Multi-family dwelling					x ¹	x	x	x
Second units	x	x	x	x	x	x	x	
Mobile/manufactured homes	x		x					
Mobilehome park				c	c	c	c	
Special Needs Housing								
Nursing homes						c	c	x
Transitional housing ²						c	c	
Emergency shelters ²						c	c	

X = Permitted by right

C = Conditionally permitted

¹ The code allows for "transitional zoning" where a lower density zone abuts a higher density zone.

² Conditionally permitted in R-3 and R-4 districts as community care facilities and institutional uses.

2. RESIDENTIAL DEVELOPMENT STANDARDS

The general development standard for single-family and multi-family districts in Porterville are presented in Table 3-4. The districts are also discussed below in greater detail.

Table 3-4
Residential Development Standards

Development Standard	R-A	R-E	R-1-8	R-1	R-2	R-3	R-4
Max. density (du/ac)	2.2	1.7	5.4	7.3	14.5	29	43.6
Minimum lot size (sq. ft.)	20,000	12,500	8,000	6,000	6,000	6,000	6,000
Minimum site area/unit (sq. ft.)	20,000	12,500	8,000	6,000	3,000	1,500	1,000
Front yard (ft.) ¹	20	20	25	20	20	15	15
Side yard (ft.) ²	10	10	5	5	5	5	5
Rear yard (ft.) ²	20	20	10	10	5	10	10
Lot coverage (%)	20	30	40	40	40	50	60
Max bldg. height (ft.)	35	35	35	35	35	50	50

1. May be reduced if majority of buildings on block have smaller than required front yards.

2. Depending on the location of a lot and surrounding uses, the side- and rear-yard requirements may be smaller.

Source: Porterville Zoning Ordinance

Single-Family Residential Development Standards

Although single-family residences are permitted in all seven residential zoning districts, most can be found in just four zoning districts: R-A, R-E, R-1-8, and R-1. The R-1 district is the largest in the City and contains by far the greatest number of single-family residential units of all the districts. Single-family residences can go up to a height of 35 feet, which can accommodate two fairly generous stories.

Minimum lot sizes in these four districts range from 6,000 to 20,000 square feet, with most lots in the City between 6,000 and 8,000 square feet. Smaller lot sizes (as small as 3,200 square feet) have been allowed within Planned Development zones and overlay areas (as discussed later). According to City staff, the housing market in Porterville tends to favor the 6,000- to 8,000-square-foot lot sizes, which does not appear to be a significant hindrance due the relatively wide availability and low cost of land. Allowable lot coverage in the R-1 and R-1-8 districts is 40 percent, although this limit too may vary within a Planned Development, encouraging smaller homes and a variety of housing types to be constructed.

As a means of maintaining compatible development and design through adaptive zoning, the City allows reduced front yards in certain neighborhoods where a clear majority of existing lots in the vicinity have smaller than required front yards.

Multi-Family Residential Development Standards

Multi-family dwellings can be constructed in the R-2, R-3, and R-4 zones. Multi-family development is also permitted in the Professional-Office Zone (P-O) under the same intensities and regulations as in the R-4 zone. Multi-family units are required to have minimum lot areas per unit of as little as 1,000 square feet in the R-4 zone and as much as 3,000 square feet in the R-2 zone. Densities range from 14.5 units per acre to 43.6 units per acre.

Parking Requirements

Porterville's residential parking requirements are relatively simple and similar to parking regulations in other Central Valley jurisdictions. All single-family dwellings, mobile homes and condominiums in any zoning district must have two covered parking spaces. Garages are preferred, but open carports are allowed. Porterville's relatively large lot size accommodates such parking requirements without constraining housing development.

Residential uses in the R-2 district (for two- to four-family structures) are also required to provide two covered parking spaces per unit (either in a garage or carport). Secondary units that are permitted in all residential districts have similar requirements as single-family and R-2 uses.

Multi-family developments in the R-3 and R-4 districts must provide one covered space (garage or carport) and one-half open space per apartment unit, without regard to the number of bedrooms in the unit. This is a relatively low requirement, as many jurisdictions typically require two or more spaces per unit with three or more bedrooms.

Overall, the parking requirements in Porterville are lenient. Allowing the construction of carports in lieu of garages can further reduce overall housing cost, as open carport construction is usually much less expensive than enclosed garage construction.

3. OTHER HOUSING AND LAND USE POLICIES

Planned Development Zone

Porterville allows for the creation of Planned Development districts, which are intended to facilitate diverse uses and different intensities than would otherwise be permitted within a particular zoning district. The Land Use Element of the Porterville General Plan includes a policy (Policy 3.4) that encourages the use of planned developments as a means to achieve higher residential densities under certain circumstances.

Porterville has frequently used the PD designation on residential developments, allowing for smaller lot sizes, reduced setbacks, and higher densities, all of which can lead to lower housing costs. Recently, the PD designation has been used on the New Expressions, New Horizons, and Casas del Rio developments. Lot sizes in these developments went as low as 3,200 square feet, just over half of what would otherwise be required for single-family residences.

Urban Boundary

Since the early 1970s, all incorporated cities in Tulare County have enacted urban development boundaries, beyond which urban services and development should not occur. These boundaries are intended to denote each city's 20-year growth boundary. This boundary is guided in part by policies within the Land Use Element of the General Plan that discourage the consumption of prime agricultural land for urban development. While such boundaries can have beneficial land use impacts by focusing development within or adjacent to already urbanized areas, they can also act as a housing constraint, particularly in areas with scarce land resources.

The City of Porterville has an adequate supply of vacant, buildable land. The urban boundary serves to direct rather than to discourage development. The boundary was originally delineated and has been updated with the intention of providing a generous 20-year land supply based on expected population growth. The boundary has been revised roughly every five years since the 1970s, with the last revision in 1997. As will be discussed in more depth in the Housing Resources chapter of this Housing Element, the current urban boundary contains more than 2,200 acres of undeveloped land (2,045 acres in R-1; 69 acres in R-2; 31 acres in R-3, and 60 acres in R-4).

Eastside Development Initiatives

Another important policy of the Land Use Element relates to focusing residential development in the north and northeastern parts of the City. Porterville's landscape transitions from flat, loose soils characteristic of the San Joaquin Valley to hillier and rockier soil of the Sierra Nevada foothills. The relative ease of developing on flat, loose-soil sites has not been lost on developers, who for many years had overlooked the northern and northeastern areas of the City.

To counteract this trend and encourage development of northern and northeastern Porterville, the City has taken some proactive measures. First, as is reflected in the City's sewer and water master plans, the City spent substantial funds extending infrastructure to northeastern areas, well in advance of development. Further, the City adopted reduced water and sewer fees for developments in the hillside areas if the density of development does not exceed one unit per acre, and has formed a task force to determine what other incentives or programs might be needed to further encourage development in this area.

3. PROVISIONS FOR A VARIETY OF HOUSING TYPES

Housing element law requires that jurisdictions identify adequate sites to be made available through appropriate zoning and development standards to encourage the development of various types of housing for all economic segments of the population. This includes single-family housing, multi-family housing, manufactured housing, mobile homes, emergency shelters, and transitional housing, among others. Table 3-3 presented earlier summarizes all housing types permitted within the primary residential zones in Porterville.

Multi-Family Units

About 23 percent of Porterville's housing stock consists of multi-family units. Multi-family units are permitted in the R-3 and R-4 districts at densities between 29 and 43.6 dwelling units per acre. Up to four units per lot are permitted in R-2 zoned parcels, with a maximum density of 14.5 units per acre. For more than four units in the R-2 zone, a Conditional Use Permit is required. Multi-family dwellings are also conditionally permitted in the Professional-Office Zone, with a maximum density of 43.6 units per acre. The Porterville Zoning Ordinance requires a conditional use permit for condominium developments in any residential zone – although apartments in the R-3 and R-4 zones are permitted by right.

Secondary Living Units

A secondary living unit (or second unit) is a separate dwelling unit that provides complete independent living facilities for one or more persons. It is distinguished from a rooming/room and board situation in that it is "self-contained" and includes permanent provisions for living, sleeping, cooking, eating, and sanitation. A secondary living unit may be created by the conversion of a portion of an existing dwelling unit or located in a structure detached from the primary dwelling unit.

Second units were previously allowed with a conditional use permit. According to City records, less than ten permitted second units are located in the City. However, based on observations from the housing conditions survey, many non-permitted second units, particularly converted garages as living space, are scattered throughout certain neighborhoods.

In January 2003, Porterville adopted a second unit ordinance that complies with State regulations enacted in 2002 regarding second units. As such, second units are now permitted in every district under a ministerial permit provided the proposed units meet City and state standards.

Mobile/Manufactured Homes

Approximately 5 percent of Porterville's housing stock is comprised of mobile homes, including trailer-style homes and manufactured homes set on foundations. Both mobile and manufactured homes provide an affordable housing option to many low- and moderate-income households.

Manufactured homes meeting State standards are permitted in every residential zoning district, subject to State requirements regarding foundations. Mobile homes (those without foundations)

are permitted in mobile home parks; such parks are conditionally permitted uses in the R-1, R-2, R-3, and R-4 zoning districts. Ten mobile home parks are located in Porterville.

Farmworker Housing

Census data indicate that about 1,500 people within incorporated Porterville are employed in “farming, fishing, and forestry” occupations. Such occupations include those employed in plant nurseries, food processing plants, food distribution and shipping, landscaping and gardening businesses. While agricultural jobs constitute about 11 percent of all jobs in the City and little land within the City limits is designated for agricultural uses. Instead, Porterville is surrounded by some of the most productive agricultural land in the country.

While the Porterville General Plan includes an agricultural land use designation, no zoning district is established in the Zoning Ordinance to implement large-scale commercial agricultural uses. The R-A (Suburban Residential) zoning district allows small scale agricultural pursuits and includes some properties with “hobby farms,” mostly on five- to ten-acre parcels. A few large parcels ranging from 10 to 33 acres in size are also zoned R-A. However, one parcel contains a large portion of land in the flood plain not suitable for development and other parcels are slated for future residential development. Two of the larger agricultural operations within the City limits, a sheep ranch and a citrus orchard, which are relatively small compared to agricultural operations elsewhere in Tulare County – were annexed to the City under R-1 zoning. These uses have been “grandfathered” as non-conforming uses and are thus unlikely to expand.

California law requires that farmworker housing for 12 or fewer employees be considered equivalent to an agricultural use or, in other words, permitted by right in agricultural zones.² Since Porterville does not have an agricultural zoning district, this requirement has not been incorporated into the City’s zoning ordinance. However, the zoning ordinance allows for a single-family unit in the R-A district for agricultural employees as an additional use on an otherwise occupied site of at least 10 acres in area, provided that the unit is located on a minimum 6,000-square-foot site area. This provision of the code presents confusion with regard to the intent of the district as a suburban residential district.

An additional constraint on the development of farmworker housing is that the City of Porterville no longer qualifies for many of the grant programs under the USDA Rural Development Program. Most grants are limited to communities with population under 10,000. Porterville has exceeded this threshold since the 1970s. However, the USDA Rural Development Farm Labor Housing Loan and Grant Program is potentially available for use in communities of Porterville’s size and urbanized character. Applicants for this program can be public agencies, farmworker associations, nonprofit organizations, or other entities.

The City provides housing opportunities for farmworker families through multi-family housing construction and homeownership assistance. Multi-family housing at a density of 29 and 43.6 units per acre is permitted by right in the R-3 and R-4 zones, respectively. The City recognizes

² Health and Safety Code, §17021.6

the special needs of farmworker households given their limited incomes. While farm labor camp is not a permitted or appropriate use in the City given its land use patterns, the City seeks to provide decent and affordable housing opportunities for this special needs group. Specifically as shown in Chapter 2, Community Profile, of this Housing Element, three multi-family housing developments have been constructed in the City with FmHA funds, providing affordable housing opportunities for farmworker families. In addition, the City offers the First-Time Homebuyer Program; the majority of households assisted under this program are farmworker households.

Residential Care Facilities

The Lanterman Act requires jurisdictions to treat licensed residential care facilities that provide housing and care for persons with disabilities as residential uses. Facilities serving 6 or fewer persons must be permitted by right in residential zoning districts. The Porterville Zoning Ordinance permits these uses in all residential zoning districts.

Larger nursing homes, congregate care facilities, and assisted living facilities are considered “institutional uses” and are conditionally permitted in the R-3, R-4, and P-O zoning districts. As of 2003, the R-3 and R-4 districts contain more than 100 acres of undeveloped or underdeveloped land, allowing significant space for the potential development of additional residential care facilities.

According to the California Department of Social Services, Porterville has a large number of licensed residential care facilities varying in sizes, including:

- 3 Group Homes - Group homes are facilities of any capacity and provide 24-hour non-medical care and supervision to children in a structured environment. Group Homes provide social, psychological, and behavioral programs for troubled youths.
- 3 Small Family Homes - Small family homes provide 24-hour-a-day care in the licensee's family residence for six or fewer children who are mentally disabled, developmentally disabled, or physically handicapped, and who require special care and supervision as a result of such disabilities.
- 50 Adult Residential Facilities - Adult residential facilities are facilities of any capacity that provide 24-hour non-medical care for adults ages 18 through 59, who are unable to provide for their own daily needs. Adults may be physically handicapped, developmentally disabled, and/or mentally disabled.
- 12 Elderly Residential Care Facilities - Elderly residential care facilities provide care, supervision and assistance with activities of daily living. They may also provide incidental medical services under special care plans. The facilities provide services to persons 60 years of age and over and persons under 60 with compatible needs. These facilities may also be known as assisted living facilities, retirement homes and board and care homes.

Emergency Shelters/Transitional Housing

The State housing element law requires that a community provides adequate sites for the development of a range of housing types, including emergency shelters and transitional housing. An emergency shelter provides overnight shelter with the permitted length of stay varying from one day at a time to three months. Transitional housing provides housing for up to two years and is usually connected to supportive services designed to assist the homeless in achieving greater economic independence.

In compliance with State law, the Porterville Zoning Ordinance permits small transitional housing facilities serving six or fewer persons and meeting the definition of a licensed residential care facility by right in all residential zones. The Ordinance considers emergency shelters and transitional housing in a similar manner to nursing and convalescent homes. Both are conditionally permitted in the R-3 and R-4 zones, but not expressly identified as permitted uses. The City will amend the Zoning Ordinance (Program D.1) to specifically identify transitional housing and emergency shelters as conditionally permitted uses in R-3 and R-4 zones. The permitting process will be consistent with that required for other conditionally permitted uses. Conditions for approval will relate to the operation and performance of the facility (such as parking requirements and security) and will not be different than those required for similar uses in the same zones. Specifically, conditions will regulate only the use, not of the users of the proposed facilities. (The City Council of Porterville also functions as the Planning Commission; therefore, discretionary permit approval requires only one public hearing.)

The Central California Family Crisis Center and the PAAR Center are the two key providers of transitional housing within the City, providing about 100 transitional housing spaces. Providers of permanent emergency shelters include the Family Crisis Center, the El Granito Foundation and the Daybell-Brooks Shelter.

Housing for Persons with Disabilities

As part of the Housing Element, the City must conduct an analysis of the zoning ordinance, permitting procedures, development standards, and building codes to identify potential constraints for housing for persons with disabilities. The City's policies and regulations regarding housing for persons with disabilities are described below. Overall, the City identifies no specific local policy or regulation that serves to impede housing for persons with disabilities.

Zoning and Land Use: As discussed earlier, Porterville complies with the land use requirements of the State Lanterman Act for housing for persons with disabilities. Small residential facilities, including group homes, for six or fewer persons are treated as regular residential uses in Porterville and are permitted by right in all residential districts. Larger facilities are considered as institutional uses conditionally permitted in R-3, R-4, and P-O districts. Overall, 68 residential care facilities for various special needs groups are located in Porterville, ranging in size from 1 to 46 beds. The Zoning Ordinance currently contains a definition of family that may be perceived as a constraint to group home development. Program F.1 (Zoning Ordinance Revisions) calls for the removal of this definition from the Ordinance. As part of this program, the City will also evaluate the Zoning Ordinance for compliance with ADA requirements.

Building Codes: The City enforces Title 24 of the California Code of Regulations that regulates the access and adaptability of buildings to accommodate persons with disabilities. The City also uses the 1997 edition of the Uniform Building Code (UBC). No unique restrictions are in place for housing for persons with disabilities. Compliance with provisions of the Code of Regulations, UBC, and federal Americans with Disabilities Act (ADA) is assessed and enforced by Porterville's building official.

The building official indicated that recent apartment construction projects in the City have been completed to ADA standards. The two new developments (one two-story development and one three-story development) feature elevators and units designed for persons with disabilities as well as units that can be adapted for persons with disabilities.

Permit Procedures: Permits for reasonable accommodations to address the special needs of persons with disabilities (such as setbacks and parking requirements) are reviewed and processed at the staff level. No public hearing is required. The planning staff and building official assist in making determinations regarding reasonable accommodations for accessibility requirements. Depending on the types of requests, the applicant may need to file a request with either the Planning or Building Division. Requests for relaxed building code standards, as long as such flexibility would not jeopardize health and safety standards, are granted by the Building Division staff over the counter. Requests for relaxed zoning code standards are granted by the Planning Division staff over the counter. The most typical requests in Porterville relate to ramps that extend into the setback areas. As long as the ramps are uncovered, such requests are usually allowed.

Definition of "Family"

The Porterville Zoning Ordinance defines a "family" as "an individual, or two or more persons who are related by blood or marriage, or a group of not more than five persons not necessarily related by blood or marriage." This definition, if enforced vigorously, could be a potential constraint upon those whose financial circumstances force them to live in shared quarters.

4. SITE IMPROVEMENTS/DEVELOPMENT FEES

Site improvements such as water, sewer, storm drains, and other infrastructure are important components that serve new development. Like most other California cities, the City of Porterville collects development fees to cover the personnel costs of processing permits and for providing the necessary services and infrastructure related to new development. Following the format prescribed in AB 1600, the City has completed nexus studies and adopted fees for water, sewer, and storm drain infrastructure extensions, as well as for transportation and parks and recreation impacts.

Requiring developers to construct site improvements and/or pay pro-rata shares toward the provision of infrastructure, public services, and processing will increase the costs of developing homes and the final sales price or rent of housing. However, payment of fees is necessary to

maintain an adequate level of services and facilities, and more generally, to protect public health, safety, and welfare.

Development in the City typically is required to pay a range of development fees, including parks and recreation impact fee, transportation impact fee, wastewater treatment fee, water service fee, wastewater collection fee, storm drainage fee, sewer fee, and water fee. In general, the City requires off-site improvements such as 60-foot street width (with curbs and gutters), 5-foot sidewalks, and connection to waterlines for all development. Circulation improvements are required as identified in the Circulation Element of the General Plan. The City has not increased its development fees since 1994. Overall, off-site improvements required by the City are similar to those required by other jurisdictions in the County.

Excluding school impact fees that are set per State law, site improvement and development fees per a typical single-family residential unit range from \$6,500 to \$9,800. Fees for a typical multi-family unit in a medium size development range from \$5,000 to \$5,500. Such fees are essential to departmental operations and for providing infrastructure, leaving the City with no ability for waivers or reductions.

5. DEVELOPMENT PERMIT PROCEDURES

Development review and permit processing are necessary steps to ensure that residential construction proceeds in an orderly manner. However, the time involved in permit processing can be a constraint to housing development if it places an undue burden on the developer.

The City of Porterville has an expedited development permit procedure. The City does not have a design review procedure that may involve multiple rounds of revisions. The City Council also serves as the Planning Commission and therefore, projects requiring a public hearing process only need to go before one governing body. Construction of individual single-family homes requires building permits only and takes between two and four weeks. Processing for subdivisions requires between three and six months, including the CEQA clearance process. Tentative maps, final maps, and conditional use permits all require City Council approval, but these procedures typically take three months or less to process, following submission of a complete application. Planned developments, an increasingly common development mechanism, typically require about three months processing time and an additional 30 days for its enabling ordinance to take effect. Multi-family apartments are permitted by right in R-3 and R-4 zones and require only staff-level reviews, with processing time typically completed between four and six months.

Relative to many other California communities, Porterville's development permit procedure is quick and streamlined. Accordingly, developers who have recently completed projects in the City reported "highly professional" staff with no undue delays or problems in the entitlement process.³

³ Telephone interviews with Lynx Realty and Centex Homes, March 2003.

6. BUILDING CODES AND ENFORCEMENT

The City has adopted the Uniform Building Code (UBC), which establishes standards and requires inspections at various stages of construction to ensure code compliance. Although these standards and the time required for inspections increase housing production costs, the intent of the codes is to provide structurally sound, safe, and energy-efficient housing.

The City has a staff member assigned part-time to code enforcement efforts. Enforcement has largely been conducted on an ad-hoc, complaint basis, with most complaints concerning property maintenance, domestic animals, and vehicle storage. Code enforcement proceedings do not typically lead to building condemnation.

C. ENVIRONMENTAL/INFRASTRUCTURE CONSTRAINTS

Environmental factors and a lack of necessary infrastructure or public services can constrain residential development in a community by increasing costs and reducing the amount of land suitable for housing construction. This section summarizes and analyzes the most pertinent environmental and infrastructure constraints to housing in Porterville.

1. FLOODING CONSTRAINTS

Porterville is traversed by two surface waterways – the Tule River and Porter Slough. Flows in these waterways are largely controlled by the Success Dam, which was built in 1961. Prior to the dam's construction, severe flooding was a real threat to the City. The Tule River and Porter Slough still pose some flooding hazards, particularly in the lower-lying western portions of the City – the traditional flood inundation areas of the waterways.

Subsequent land improvements have reduced the threat of flooding in many areas once more prone to inundation. Further, the federal flood zone map has not been updated to reflect these improvements, exaggerating the true extent of flood prone areas. Nevertheless, the City still requires a flood certificate and appropriately raised main floor plates for any development proposed in an identified hazardous flood zone.

2. INFRASTRUCTURE ISSUES

Relating to the concept of the urban development boundary, development is further limited by the availability of infrastructure needed to serve residential developments, including roads, water and sewer lines, and other related facilities.

The City has adopted master plans for its water and sewer systems. These plans reflect anticipated population growth within the plan period as well as relevant general plan policies (such as the Eastside/Hillside Development Initiatives). The plans direct infrastructure expansion towards desired areas. All the sites identified for future residential development in Chapter 4, Housing Resources, are located within the water and sewer master plan areas. The

master plans include technical strategies and financial mechanisms to bring infrastructure to the growth areas. Specifically, the City helped fund the extension of infrastructure to the Eastside/Hillside area well in advance of anticipated development so as to encourage growth in this area rather than in agricultural flatlands at or beyond the City's western boundary. The City also adopted reduced water and sewer truck fees in the Eastside/Hillside areas where the hillside slope is seven percent or greater and where the development density does not exceed one unit per acre.

Other types of urban infrastructure, such as highways, rail lines, canals, and airports, however, pose potential constraints upon housing, in that housing near these and other similar facilities is usually undesirable due to ambient noise, pollution, safety/hazards, or related factors. Many noise impacts from such facilities can be mitigated on-site with soundwalls, insulated windows, and other noise-attenuating features. Requirements for such features pose a minor housing constraint based on costs. However, the proximity to such noise sources is typically reflected in lower land costs.

3.2.2.2 AVAILABILITY OF SITES

Development potential for housing is determined by a number of factors, including the availability of land, the availability of infrastructure, and the availability of the services and amenities that are typically associated with the City's urban areas.

1. IDENTIFYING HOUSING MARKET DEMANDS

Identifying housing market demands is a critical step in the process of developing a housing strategy. The California Department of Housing and Community Development (CDH) has developed a Housing Market Analysis (HMA) tool that can be used to identify housing market demands. The HMA tool is a web-based application that allows users to input data on housing market conditions and to generate reports on housing market trends.

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CHAPTER 4

HOUSING RESOURCES

To facilitate and encourage a range of housing options for all economic segments of the community, the City must have an adequate supply of developable land appropriate for the development of various housing types. Furthermore, financial resources need to be pooled to assist in the development and preservation of housing affordable to lower and moderate income persons. This chapter describes and analyzes the resources available for the development, rehabilitation, and preservation of housing in Porterville. This includes an evaluation of:

- land resources available in meeting the City's new construction needs;
- financial resources available to support housing activities; and
- administrative resources available to assist in implementing the City's housing programs.

A. AVAILABILITY OF SITES

An important component of the Housing Element is the identification of sites for future housing development, and evaluation of the adequacy of these sites in fulfilling the City's share of regional housing needs.

1. REGIONAL HOUSING NEEDS DETERMINATION

Every five years, the Housing Element cycle is initiated by the preparation of regional housing needs determination numbers. The California Department of Housing and Community Development (HCD) develops statewide projections of housing need and assigns a portion to each regional council of governments (COG). For Tulare County, the Tulare County Association of Governments (TCAG) apportions the regional share to jurisdictions and unincorporated areas.

In 2002, TCAG developed the Regional Housing Needs Determination (RHND) for the 2001-2008 planning period. The City of Porterville's share of regional housing needs for the planning period totals 3,453 new units. Based on this apportionment, the required new housing units by income category are as shown in Table 4-1. As shown, the City must demonstrate adequate sites that can facilitate and encourage the development of 1,743 lower income units (for households earning up to 80 percent of the AMI) and 392 moderate income units (for households earning up to 120 percent of the AMI).

Table 4-1
Regional Housing Needs Determination, 2001 - 2008

Income Category (% of Area Median Income)	2002 Income Threshold	RHND Allocation	
		Number	Percent
Very low (<50%)	\$19,600	1,029	29.8%
Low (51% to 80%)	\$31,360	714	20.7%
Moderate (81% to 120%)	\$47,040	392	11.4%
Above moderate (121% +)	> \$ 47,040	1,318	38.2%
Total		3,453	100.0%

Source: Tulare County Association of Governments, 2002

2. DEVELOPMENT SINCE 2001

Since the RHND covers the 2001-2008 period, any development that has occurred since January 1, 2001 can be credited toward the allocation. Since 2001, 650 units have been developed, are under construction, or entitled, including 414 single-family homes and 236 multi-family units. Based on listed prices/rents or deed restrictions, the affordability of these units was determined. Among these units, 94 are affordable to very low income households, 403 are affordable to low income households, and 113 are affordable to moderate income households (Table 4-2). The lower income affordable units include:

- **St. James Place:** A mixed-use project with 14 housing units and 3 retail spaces. HOME funds were used to help finance this project, with redevelopment set-aside funds being used as a match for the HOME grant. All units will be deed restricted as affordable to households with incomes up to 60 percent of AMI, the majority of which will be for very low income households.
- **Casas Buena Vista (formerly known as Casa del Rio):** This is a partially completed single-family subdivision with another 92 units entitled and expected to be completed within the time frame of this planning period. This project is funded with a CalHFA loan to the Porterville Redevelopment Agency. Among the 92 units, 10 will be market rate units (most likely affordable to moderate income households) and 82 units will have deed restrictions as affordable to low income households.
- **Porterville Family Apartments (under construction):** A 79-unit project expected to be completed by the end of 2003; all units are for low income households, with a portion of the units being affordable to very low income households. This project is funded by Low Income Housing Tax Credits (LIHTC) and redevelopment set-aside funds. Conservatively, only 30 units (approximately 40 percent) from this development are assumed for very low income households and the remaining 49 units are affordable to low income households.

- **Park View Village (under construction):** An 81-unit completion by the end of 2004; all units will be affordable to low income households, with a portion of the units being affordable to very low income households. This project is funded by LIHTC. Conservatively, only 30 units (approximately 40 percent) from this development are assumed for very low income households, with the remaining 51 units being affordable to low income households.
- **57-Unit LIHTC Project (entitled):** A third LIHTC project has been approved in the City. All units will be affordable to low income households, with a portion of the units being affordable to very low income households. Conservatively, only 20 units (approximately 35 percent) from this development are assumed for very low income households. The remaining 37 units are affordable to low income households.

When the development and entitlements since 2001 are subtracted from the RHND, the City has a remaining need of 2,803 units.

Table 4-2
Projects Developed/Under Construction/Approved Since 2001

Income Level	Developed, Under Construction, Approved			Allocation	Remaining Need
	Single-Family	Multi-Family	Total		
Very Low		94	94	1,029	935
Low	261	142	403	714	311
Moderate	113		113	392	279
Above Moderate	40		40	1,318	1,278
Total	414	236	650	3,453	2,803

3. VACANT SITES INVENTORY

Vacant Residential Sites

In developing the sites inventory, the City identified all vacant land in residential zones within the City limits. As shown in Table 4-3, the vacant sites in the City can support the maximum development of 5,749 units. A large portion of these units will be single-family homes in the R-1 zone, though an equally significant development capacity also exists in the R-4 zone.

The City has a remaining inventory of 1,367 acres of vacant land in the R-1 zone. This includes 480 acres on the east side of the City. This area is characterized by clay soils and areas of steep slopes that tend to increase the cost of development while decreasing the potential residential density. The City has no farmland within its corporate boundaries; encroachment of development on to agricultural resources is not an issue in the City. However, to protect the

hillside and open space resources, the City has adopted policies with regard to hillside development (Eastside/Hillside Development Initiatives).

Over the past seven years, the City has developed approximately 1,500 homes (with support facilities such as streets, schools, parks, and drainage basins, etc.) on approximately 680 acres in the R-1 zone. This yields a gross residential density of 2.2 houses per acre. This density is likely to be maintained for the 887 acres of vacant land outside of the easterly foothills. The easterly area is expected to be developed at a gross residential density (including all support facilities) of no more than 0.5 home per acre. The development potential in the City's R-1 zone is therefore 2,191 units.

In addition to residential development potential in the R-1 zone, vacant properties in the R-2, R-3, and R-4 zones can also support additional residential development. Many of the 43 vacant R-2 properties can support the construction of at least 10 units, with a dozen lots that can support at least 20 units.

Of the 21 vacant R-3 lots, only 5 are small lots that can accommodate fewer than 10 units each. The remaining 16 lots are larger in size and can facilitate the development of medium size (at least 15 units) to large size (over 100 units) multi-family developments.

Twelve vacant R-4 parcels total almost 60 acres. With the exception of three smaller lots, all vacant R-4 lots can accommodate at least 30 units each. The largest R-4 property can accommodate over 1,000 units.

Table 4-3
Vacant Sites by Zone

Zone	Acreage	Maximum Density (du/ac)	Potential Density ¹	Potential Units
R-1	1,367.0	7.3	1.6	2,191
R-2	69.3	14.5	11.6	783
R-3	30.6	29.0	23.2	700
R-4	59.6	43.6	34.9	2,075
Total	1,526.5			5,749

Note:

1. Potential units in R-2, R-3, and R-4 districts based on 80% of the maximum permitted densities

Source: City of Porterville.

The City works to promote decent housing arrangements for families. Given the reasonable land costs, market conditions, and character of the community, most affordable housing can be achieved at the mid-range of the R-3 density. Recent multi-family projects have realized densities that fall in the R-3 and R-4 categories. For example, the 81-unit Park View Family Apartments was developed at a density of 15 units per acre (R-3). Mountain View, a 60-unit Low Income Housing Tax Credit (LIHTC) project for families, was developed at a density of 16

units per acre (R-3). Date Avenue Family Apartments achieved a density of 43 units per acre (R-4). To facilitate the efficient use of multi-family designated land, the City is working to development incentives for encouraging infill and mixed-use development (Programs B.3 and B.4).

All of the sites identified are within infrastructure master plan areas. The master plans provide technical and financing mechanisms to bring infrastructure to the areas. Furthermore, the high density multi-family sites are mostly located along major roads and therefore, are already installed with infrastructure.

Mixed-Use Opportunities

In addition to opportunities on residentially designated properties, the City has recently amended the zoning ordinance to permit residential uses above retail uses in the downtown area. Apartments are also permitted with a CUP in the Professional-Office (P-O) Zone. While mixed-use development potential has not been factored in this sites inventory, it represents an important approach for revitalizing the downtown and providing affordable housing opportunities.

Affordability Based on Zoning and Development Standards

Based on the permitted densities and development standards of the City's various residential districts, the following correlations to potential housing affordability can be made:

- R-1 (7.3 du/ac): Above moderate income
- R-2 (14.5 du/ac): Moderate income
- R-3 (29.0 du/ac): Low and very low income
- R-4 (43.6 du/ac): Low and very low income

Therefore, the City's vacant sites inventory has the ability to facilitate and encourage the development of 2,191 above moderate income units, 783 moderate income units, and 2,775 lower income units.

Affordability Based on Historic Development Trends

Another approach to evaluating the City's sites inventory is through a review of historic development trends. Development that has been completed, under construction, and approved since 1992 was analyzed based on listed prices/rents and deed restrictions to provide a history of the affordability level of housing constructed in the City (Table 4-4). As shown, more than 2,500 units have been developed, under construction, or approved since 1992. Among the units, 56 percent of single-family units and 78 percent of multi-family units are affordable to lower income households, while only 7 percent of single-family units and 2 percent of multi-family units are affordable only to above-moderate-income households.

This analysis demonstrates that, at market rate, most single-family homes in Porterville are affordable to low and moderate income households (see also housing cost and affordability analysis in Chapter 2). Many multi-family units, at market rate, are affordable to very low and low income households.

Table 4-4
Affordability Level of Housing Developed/Under Construction/Approved Since 1992

Income Level	Single Family		Multi-Family	
	Number	Percent	Number	Percent
Very Low			214	36%
Low	1,074	56%	248	42%
Moderate	717	37%	118	20%
Above Moderate	144	7%	10	2%
Total	1,935	100%	590	100%

Source: City of Porterville

Assuming that future development will have similar affordability levels, the potential units can be placed into income categories (Table 4-5). In dividing the sites into income categories, potential sites in the R-1 and R-2 zones were divided based on the single-family distribution since 1992, while sites in the R-3 and R-4 zones were divided based on the multi-family distribution since 1992. Overall, 66 percent of potential units may be affordable to lower income households, 29 percent may be affordable to moderate income households, and 5 percent may be affordable only to above moderate-income households based on a 12-year development trend.

Table 4-5
Affordability Level of Potential Sites Based on Historic Trends

Income Level	Single-Family (R-1/R-2)	Multi-Family (R-3/R-4)	Total	Percent
Very Low		999	999	17%
Low	1,665	1,166	2,831	49%
Moderate	1,100	555	1,655	29%
Above Moderate	208	56	264	5%
Total	2,974	2,775	5,749	100%

4. ADEQUACY OF SITES TO FULFILL THE RHND

State law requires that a jurisdiction demonstrate adequate sites, with appropriate zoning and development standards, to facilitate and encourage the development of a variety of housing types for all economic segments of the community. Based on the City's current vacant sites inventory and a remaining RHND of 2,803 units, the City has adequate sites, with appropriate zoning and development standards, to accommodate its new construction needs for the planning period of this Housing Element (Table 4-6). When market conditions and historic development trends are considered, the income distribution of potential units is likely to skew toward lower income

units.¹ Either approach of evaluating the City's sites inventory concludes that the City has an adequate supply of sites suitable for the development of housing to meet the RHND.

Table 4-6
Comparison of Sites to RHND Allocation

Income Level	Remaining RHND (Table 4-2)	Development Potential Based on Zoning and Development Standards (Table 4-3)	Development Potential Based on Historic Trends (Table 4-5)
Very Low	935	2,775	999
Low	311		2,831
Moderate	279	783	1,655
Above Moderate	1,278	2,191	264
Total	2,803	5,749	5,749

Availability of Water and Sewer Capacity

According to the City's Water System Master Plan, Porterville currently extracts its water supply from groundwater aquifers with a total capacity of 13,845 gallons per minute (gpm). The Water System Master Plan estimates that the City will need a supply of approximately 17,000 gpm in 2015 to meet projected demand and provide the appropriate amount of standby capacity. Any new housing development will proceed in accordance with the City's Water System Master Plan. Sufficient water supply exists or is planned for to meet the demand at buildout of the General Plan where potential housing sites are identified.

According to the Sewer System Master Plan, the existing wastewater system is sufficient to meet current demand but improvements will be required to accommodate future projected population growth. The City's Sewer Master Plan identifies improvements to increase capacity to accommodate the projected 2015 population. Development according to the Housing Element projections is within the projected future wastewater treatment capacity of the City's Sewer Master Plan.

¹ Units affordable to lower and moderate income households should be affordable to above moderate income households. Even with a potential shortfall in above moderate income units under the scenario based on historic trends, the surplus of lower and moderate income units will more than compensate the shortfall.

B. FINANCIAL RESOURCES

The City of Porterville has limited access to funding sources for affordable housing activities. Like many other communities in California, the City will face significant financial constraints in expanding and preserving its affordable housing stock. This section discusses the financial resources currently used by the City and their potential constraints limiting affordable housing activities in the future. In addition, funding sources that may be applicable in the future are also discussed.

1. COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)

The City of Porterville is an entitlement jurisdiction eligible to receive CDBG funds annually from the U.S. Department of Housing and Urban Development (HUD). HUD provides funds to local governments for funding a wide range of housing and community development activities for low-income persons.

Annually, the City receives approximately \$869,000 in CDBG funds. CDBG allocations are typically used to support the City's Home Rehabilitation Loan Program (HRLP) as well as capital facility and infrastructure improvements. CDBG funds have also been used for off-site improvements in association with affordable housing development. In 2003, approximately \$40,000 in CDBG entitlement funds and \$20,000 in program income is available for the HRLP. In addition, approximately \$100,000 in CDBG program income is available for the First-Time Home Buyer program. However, the City has applied for a Section 108 loan for the construction of a much needed neighborhood/community center. Once funded, a significant portion of the CDBG entitlement allocation will be dedicated for repayment of the Section 108 loan.

2. REDEVELOPMENT HOUSING SET-ASIDE FUNDS

In accordance to State law, the Porterville Redevelopment Agency sets aside 20 percent of its tax increment revenue generated from the redevelopment project area to fund housing activities that increase, improve, or preserve the supply of affordable housing.

The Porterville Redevelopment Agency has a current balance of \$950,000 in the set-aside funds. Much of that balance has already been committed for various housing projects (St. James' Place, Casas Buena Vista, and Date Avenue Apartments). The Agency anticipates little additional redevelopment set-aside funds available for housing activities during the planning period of this Housing Element. Future tax increment revenues will primarily be used to pay debt services incurred for bonds issued to finance various redevelopment programs. Previous set-aside balance has already been expended or encumbered as follows:

- A substantial portion (\$516,000) of the set-aside balance was used for the Casas Buena Vista project, a single-family development with the majority of the units deed-restricted as affordable for low income households. The 82 affordable units are expected to be completed within the time frame of this Housing Element.

- Multi-Family Rental Housing Assistance - Bond funds were made available for the construction or rehabilitation of multi-family rental housing, including the 14-unit St. James Place (\$165,000) and the 79-unit Date Avenue Porterville Family Apartments (\$115,000).
- Target Area First-Time Homebuyer Assistance - Bond funds were made available for homebuyer assistance in the Redevelopment Project Area or A, B, C Street area. A balance of \$378,000 is available for the upcoming years.
- Citywide First-time Homebuyer Assistance - Set-aside funds have been used as the required match for the HOME-funded program. A total of \$120,000 was used as a match for the 2000 HOME grant, with a balance of \$5,000 remaining from the set-aside match for this Housing Element period.

3. HOME INVESTMENT PARTNERSHIP PROGRAM (HOME)

The federal HOME Program offers funding for local jurisdictions to improve and/or expand the supply of affordable housing opportunities for lower income households. All projects funded with HOME funds must be targeted to very low and low income households and must have matching funds from non-federal resources equal to 25 percent of the requested funds. With limited funding resources, the City always has difficulty meeting the match requirement for HOME funds. The match requirement for the State HOME program had been waived by HUD in previous years. However, the 2003 HOME match requirement has not been waived or reduced by HUD.

Given its population, the City does not qualify to receive HOME funds directly from HUD. Instead, the City applies to the State HCD for HOME grants on a competitive basis. Most recently, the City has applied and received State HOME funds in 2000 (\$500,000) and 2002 (\$800,000). The 2000 HOME funds and \$600,000 from the 2002 HOME funds are used for the First-Time Home Buyer Program. The Housing Rehabilitation Loan Program is funded with \$200,000 from the 2002 HOME funds.

4. CALHOME

In 2001, the City received \$500,000 from the CalHOME program to help fund the First-Time Homebuyer Program. The CalHOME program administered by the State HCD enables low and very-low income households to become or remain homeowners. Grants are provided to local public agencies and nonprofit developers to assist individual households through deferred-payment loans. Grants can be used for first-time homebuyer downpayment assistance, home rehabilitation, acquisition and rehabilitation, homebuyer counseling, self-help mortgage assistance programs, or technical assistance for self-help and shared housing homeownership.

5. LOW INCOME HOUSING TAX CREDITS (LIHTC)

LIHTC represents a significant resource for affordable housing development in Porterville. Currently, two LIHTC projects are under construction with a third one already entitled, totaling 220 new units. While the City cannot apply directly for LIHTC, the City works diligently with developers proposing affordable housing projects using LIHTC to package a strong application.

Created by the 1986 Tax Reform Act, the Low Income Housing Tax Credits (LIHTC) program has been used in combination with City and other resources to encourage the construction and rehabilitation of rental housing for lower-income households. The program allows investors an annual tax credit over a 10-year period, provided that the housing meets the following minimum low-income occupancy requirements: 20 percent of the units must be affordable to households at 50 percent of area median income (AMI), or 40 percent of the units must be affordable to those at 60 percent of AMI. The total credit over the 10-year period has a present value equal to 70 percent of the qualified construction and rehabilitation expenditures. The tax credit is typically sold to large investors at a syndication value. These credits are available for all projects meeting the above-mentioned criteria and are applied for independently of City programs.

6. PROPOSITION 46 HOUSING FUNDS

California voters approved a \$2.1 billion bond to address the State's affordable housing crisis. According to HCD, the housing bond will create up to 22,000 permanently affordable homes for rent; enable more than 65,000 families to purchase their homes; provide housing assistance for 12,000 to 24,000 farmworker families; and underwrite 20 million shelter-bed days for homeless people. These bonds will be available on a competitive basis and represent a potential source of funding for Porterville to leverage with diminishing local funds. The City will monitor the Notice of Funding Availability (NOFA) for the State housing bond to determine eligibility and identify potential projects/programs for funding.

7. STATE FARMWORKER HOUSING GRANT PROGRAM

The State HCD provides a Farmworker Housing Grant Program that offers matching grants with money to assist development of various types of housing projects for agricultural workers households. Eligible activities include site acquisition, site development, construction, and rehabilitation.

8. FARM LABOR HOUSING LOANS AND GRANTS

The U.S. Rural Housing Services indicated the City of Porterville would be eligible for funding under the Farm Labor Housing Loans and Grants program. The program provides capital financing for farmworker housing. The loan terms are for 33 years with a one percent interest rate. Housing grants are also available and may cover up to 90 percent of the development costs of housing.

STATE LEGISLATION CONSTRAINTS

While on the one hand public funding programs represent major resources for affordable housing development, state and federal legislation governing the use of public funds, while well-intended, also tends to constrain the provision of affordable housing opportunities.

In January 2002, Senate Bill 975 significantly expanded the definition of public works projects and the application of the State's prevailing wage requirements to such projects. The bill also expanded the definition of public funds and captures significantly more projects beyond traditional public works projects that involve public/private partnerships. SB 975 requires payment of prevailing wages for most private projects built under an agreement with a public agency providing assistance to the project. The breadth of the legislation substantially limits the ability of public agencies and private entities to structure transactions to avoid prevailing wages for private construction work.

The recently passed Senate Bill 972 provides some relief by exempting from prevailing wage requirements the following projects:

- a self-help housing project in which no less than 500 hours of the construction work is performed by the homebuyers;
- the new construction, rehabilitation, or expansion of a temporary or transitional housing facility for the homeless;
- assistance for the rehabilitation of a single-family home; and
- an affordable housing project funded by below-market rate loans that allocates at least 40 percent of the units for at least 20 years to low income households (80 percent of MFI)

While providing some relief, SB972 falls short of what the City and other jurisdictions desired. In a time when public funding for affordable housing development is dwindling, prevailing wage requirements either substantially reduce the number of housing units that can be assisted with limited funds or deter private developers from entering into public/private partnerships altogether to avoid "contaminating" the entire project with prevailing wage requirements.

C. ADMINISTRATIVE RESOURCES

Public and nonprofit agencies involved in housing development represent a substantial resource for the provision of affordable housing in a community. Nonprofit or public ownerships usually assure that these units remain as long-term affordable housing. Described below are major public and nonprofit agencies involved in affordable housing activities in the region.

1. HOUSING AUTHORITY OF TULARE COUNTY

The Housing Authority of Tulare County (HATC) provides rental assistance to very low to moderate-income families, seniors and the handicapped throughout the County. HATC offers many different programs, including the conventional public housing program, Section 8

Vouchers, farm labor housing for families with farm labor income, senior housing programs, and other housing programs. HATC also owns or manages some individual subsidized rental complexes.

According to HATC, 662 households are currently receiving Section 8 rental assistance in the Porterville area. In addition, the HATC owns and operates 285 scattered units in Porterville for very low income renters.

2. SELF-HELP ENTERPRISES

Self-Help Enterprises is a non-profit housing developer that assists residents of rural areas with building their own home. Self-Help Enterprises (SHE) was incorporated in 1965 as the first rural self-help housing organization in the nation. The mission of Self-Help Enterprises is to improve the lives of low-income residents in the San Joaquin Valley through housing and related programs and services. The concept of "self-help" housing refers to housing that is built in part by the future occupants of the home. Self-help housing allows families to use their "sweat equity" as the downpayment on the new home they might otherwise not be able to afford. In the San Joaquin Valley, Self-Help Enterprises of Visalia is actively involved in helping farm laborers and other low income families in becoming homeowners both through training and supervision as self-help builders, and assembling public and private funds in support of new construction. Self-Help Enterprises also develops multi-family housing. Self-Help Enterprises recently assisted with the construction of ten homes in Porterville.

The City had previously worked with Self-Help Enterprises and the HATC to provide weatherization services for more than 280 lower income households. Currently, Self-Help Enterprises refers households needing assistance to the City's Housing Rehabilitation Loan Program and First-Time Home Buyer Program.

3. COMMUNITY SERVICES EMPLOYMENT TRAINING (CSET)

CSET offers a weatherization program using the State Low Income Home Energy Assistance Program funds. Low income households earning less than 60 percent of the State median income are eligible for home improvements for energy conservation measures. Minor/basic repairs such as weatherstripping, broken windows, and holes/cracks in walls, are eligible for up to \$2,218. More major repairs such as repair or replacement of furnace and water heater are qualified for up to \$3,218. In FY 2002, CSET assisted 41 households in Porterville with weatherization improvements.

D. OPPORTUNITIES FOR ENERGY CONSERVATION

Utility-related costs can directly impact the affordability of housing in California, particularly in light of the 2002 energy crisis. Title 24 of the California Administrative Code sets forth mandatory energy standards for new development and requires adoption of an "energy budget." In turn, the home-building industry must comply with these standards, while localities are responsible for enforcing the energy conservation regulations.

The following are among the alternative ways to meet these energy standards.

- **Alternative 1:** The passive solar approach which requires proper solar orientation, appropriate levels of thermal mass, south-facing windows, and moderate insulation levels.
- **Alternative 2:** Generally requires higher levels of insulation than Alternative 1, but has no thermal mass or window-orientation requirements.
- **Alternative 3:** Also is without passive solar design but requires active solar water heating in exchange for less stringent insulation and/or glazing requirements.

Additional energy conservation measures include: (1) locating the home on the northern portion of the sunniest location of the site; (2) designing the structure to admit the maximum amount of sunlight into the building and to reduce exposure to extreme weather conditions; (3) locating indoor areas of maximum usage along the south face of the building and placing corridors, closets, laundry rooms, power core, and garages along the north face; and (4) making the main entrance a small enclosed space that creates an air lock between the building and its exterior; orienting the entrance away from winds; or using a windbreak to reduce the wind velocity against the entrance.

The City assists lower income households with energy conservation improvements. The City's Housing Rehabilitation Loan Program (HRLP) covers weatherization improvements as eligible activities.

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF POLITICAL SCIENCE
POLITICAL SCIENCE 300
LECTURE NOTES
BY [Name]
DATE [Date]

The following notes are for the course Political Science 300, taught by Professor [Name]. The course covers the history and theory of political thought, with a focus on the works of the great political philosophers of the Western tradition. The notes are organized into chapters, each corresponding to a major work or group of works. The first chapter covers the ancient Greek philosophers, including Plato and Aristotle. The second chapter covers the medieval philosophers, including Thomas Aquinas and John Locke. The third chapter covers the modern philosophers, including Immanuel Kant and Jean-Jacques Rousseau. The fourth chapter covers the contemporary philosophers, including Karl Marx and Friedrich Engels. The notes are intended to provide a comprehensive overview of the course material, and to serve as a guide for students in their reading and writing.

The first chapter, "The Ancient Greeks," covers the works of Plato and Aristotle. Plato's theory of forms is discussed, as is his theory of justice. Aristotle's theory of the polis is discussed, as is his theory of the virtues. The second chapter, "The Medieval Philosophers," covers the works of Thomas Aquinas and John Locke. Aquinas's theory of natural law is discussed, as is his theory of the rights of man. Locke's theory of the social contract is discussed, as is his theory of the rights of man. The third chapter, "The Modern Philosophers," covers the works of Immanuel Kant and Jean-Jacques Rousseau. Kant's theory of the categorical imperative is discussed, as is his theory of the rights of man. Rousseau's theory of the social contract is discussed, as is his theory of the rights of man. The fourth chapter, "The Contemporary Philosophers," covers the works of Karl Marx and Friedrich Engels. Marx's theory of historical materialism is discussed, as is his theory of the rights of man. Engels's theory of the social contract is discussed, as is his theory of the rights of man.

The notes are organized into chapters, each corresponding to a major work or group of works. The first chapter covers the ancient Greek philosophers, including Plato and Aristotle. The second chapter covers the medieval philosophers, including Thomas Aquinas and John Locke. The third chapter covers the modern philosophers, including Immanuel Kant and Jean-Jacques Rousseau. The fourth chapter covers the contemporary philosophers, including Karl Marx and Friedrich Engels. The notes are intended to provide a comprehensive overview of the course material, and to serve as a guide for students in their reading and writing.

CHAPTER 5

EVALUATION OF 1992 HOUSING ELEMENT ACCOMPLISHMENTS

In order to develop an effective housing plan for the 2003-2008 period, the City must evaluate the achievements of the existing housing programs. This assessment allows the City to revise the programs as necessary to ensure that City resources are being used in the most effective manner to meet the housing needs of residents.

A. ACCOMPLISHMENTS SINCE 1992

The 1992 Housing Element had a production goal of 2,723 units in the City. Among these units, 790 were designated for very low income households, 518 for low income households, 436 for moderate-income households, and 979 for above moderate-income households. Between 1990 and 2001, the total housing production in the City was 2,919 units, with a majority of units consisting of single-family homes. Based on listed prices/rents and deed restrictions, the income distribution of these units was:

- 308 units affordable to very low-income households (39 percent of allocation)
- 1,262 units affordable to low-income households (244 percent of allocation)
- 1,117 units affordable to moderate-income households (256 percent of allocation)
- 232 units affordable to above-moderate-income households (24 percent of allocation)

Therefore, housing production in the City exceeded the allocation for low and moderate-income households, but did not reach the allocation target for very low and above-moderate income households.

To supplement the City's limited CDBG and redevelopment housing set-aside funds, the City continued to apply for funding available under various funding programs. As needed, the City applied for HOME funds administered by the State HCD. Specifically, to promote affordable home ownership opportunities in the City, the City established a First-Time Home Buyer (FTHB) program, and pursued and received funding from various State programs. Funding for the FTHB program includes:

- \$300,000 HOME funds in 1993/94
- \$500,000 HOME funds in 1995
- \$472,999 BEGIN funds in 1996
- \$500,000 HOME funds in 2000
- \$500,000 CalHOME funds in 2001

- \$600,000 HOME funds in 2002
- \$375,000 Redevelopment set-aside funds for the matching requirements of HOME funds
- Program income from HOME and CDBG funds

The City recognized affordable homeownership opportunities are aspirations of many in the community. In addition to the FTHB program, the City joined a joint-power authority with other communities in California to offer lease-to-own opportunities. The City has also offered homebuyer education classes monthly to help many understand the process and financial responsibility of home ownership.

In addition, the City continued to operate its Housing Rehabilitation Loan Program (HRLP) using primarily CDBG and State HOME funds. Funding for the HRLP includes:

- Annual allocations from the CDBG program
- \$250,000 HOME funds in 1995
- \$200,000 HOME funds in 2002
- Program income from HOME and CDBG funds

To facilitate affordable housing development, the City pursued and received a CalHFA loan to the Porterville Redevelopment Agency to help finance Casas Buena Vista (formerly known as Casa del Rio), a single-family subdivision with affordable units set aside for low income households. The City also used a 1998 HOME grant of \$1,000,000 to assist the development of St. James Place, a mixed-use development with three retail spaces and 14 affordable housing units.

Preserving the existing affordable housing stock is an important goal in the City. During the last ten years, two rental projects at risk of conversion to market-rate uses, Evergreen and Alderwood Apartments, extended their commitment to providing affordable housing opportunities in the City.

Table 5-1 provides a detailed assessment of the accomplishments of each program contained in the 1992 Housing Element. In addition, the continued appropriateness of the programs for the 2003-2008 period is also discussed.

Table 5-1
Porterville 1992 Housing Element Program Accomplishments

Program Name	1992 Objective	Accomplishment/ Continued Appropriateness
1. Adequate Sites for Housing	Use Planned Development processes on large tracts of undeveloped land as a method to meet future housing needs. Encourage infill housing and the housing in the redevelopment area.	Since 1992, two projects were developed using the Planned Development process - New Expressions, which contains 152 units and New Horizons, a 189-unit project. The City continues to encourage infill housing, with five infill housing target areas. St. James Place, a 14-unit mixed-use development, is an infill development in downtown that received significant financial assistance from the City (HOME and redevelopment set-aside funds). This program will be continued in the 2003-08 housing element.
2. Density Bonus	Offer a density bonus of 25% and at least one other financial or regulatory incentive to developers when a developer includes affordable units as set forth in State density bonus law.	The City has one project under review that is requesting a density bonus of 15 percent. No other project since 1992 has requested a density bonus. Since the City does not have the density bonus set forth in the zoning ordinance, the 2003-08 Housing Element will contain a program to codify the State density bonus provisions to the zoning ordinance.

Table 5-1
Porterville 1992 Housing Element Program Accomplishments

Program Name	1992 Objective	Accomplishment/ Continued Appropriateness
3. Affordable Housing Requirements (Redevelopment)	Adopt formal policies and procedures implementing the affordable housing provisions of redevelopment law.	The City adopted a Housing Strategic Plan in 1994, which contained policies and procedures implementing the affordable housing provisions of redevelopment law. Redevelopment law now requires the preparation of a redevelopment implementation plan for each project area every five years. The plan must contain the Agency's planned use of tax increment funds in removing blights and plan for fulfilling the inclusionary and replacement housing requirements. An implementation plan will be prepared for the 2004-08 period. This program is no longer relevant as a Housing Element program.
4. Pursue State and federal funding	Pursue available and appropriate state and federal funding sources in cooperation with private developers, non-profit housing corporations, Tulare County Housing Authority, and other interested entities.	The City continues to pursue a variety of funding sources, including HOME, CDBG, CalHOME, and CalHFA for the production and rehabilitation of affordable housing. The City supports the Tulare/Kings Continuum of Care Strategy, applications for McKinney funds, and efforts by the Housing Authority of Tulare County. This program is continued in the 2003-08 Housing Element.
5. Use of Tax Increment Funds	Develop guidelines for the use of tax increment funds for development of affordable housing.	See discussion under Program 3. The 2003-08 Housing Element describes the intended use of redevelopment housing set-aside funds.

Table 5-1
Porterville 1992 Housing Element Program Accomplishments

Program Name	1992 Objective	Accomplishment/ Continued Appropriateness
6. Weatherization and Energy Conservation for Existing Dwelling Units	Post and distribute information on currently-available weatherization and energy conservation programs in conjunction with housing rehabilitation.	Weatherization and energy conservation programs were covered under the City's previous rehabilitation program. The City's new Housing Rehabilitation Loan Program also covers weatherization improvements. Self-Help Housing provides referrals to the City program and conversely the City has been referring eligible clients to Self-Help for assistance. No separate program on weatherization is included in the 2003-08 Housing Element.
7. Energy Conservation for New Construction	Enforce State requirements, including Title 24 requirements, for energy conservation in new residential projects.	The City continues to enforce State requirements, including Title 24 requirements, for energy conservation in new residential projects. However, since this is an existing State requirement, this program is not included in the 2003-08 Housing Element as a housing program requiring specific actions.
8. Federal and State Funding Housing Rehabilitation	Continue to use local, federal, and State funds for housing rehabilitation. Include bedroom additions as an eligible use of funds.	See Program 4. No separate program is included in the 2003-08 Housing Element.
9. Community Reinvestment Act	Contact financial institutions serving Porterville to solicit interest in providing financing for low and moderate income housing.	The City made efforts to contact lenders, including Bank of the Sierra, to solicit interest in providing financing for low and moderate income housing. In addition, the City held housing fairs in which lenders participated. However, the City feels that the developers are more suitable to seek out financing for low and moderate income housing. Therefore, this program is not included in the 2003-08 Housing Element.

Table 5-1
Porterville 1992 Housing Element Program Accomplishments

Program Name	1992 Objective	Accomplishment/ Continued Appropriateness
10. Annual Housing Element Monitoring Report	Annually evaluate and report to City Council on the progress in meeting the Housing Element objectives.	The City Building Department provides an annual report to the City Council on the number of units built each year. In addition, the City prepares annual reports for HCD on housing developed in the Redevelopment Project Area. Through the Consolidated Annual Performance Evaluation Report (CAPER) process, the City reports on its housing and community development activities using CDBG, HOME, and redevelopment housing set-aside funds. These reporting activities are regular requirements under various housing programs. No separate program is included in the 2003-08 Housing Element.
11. Section 8 Program	Continue to cooperate with the County Housing Authority in its administration of the Section 8 rental program.	The City continues to cooperate with the Housing Authority of Tulare County in its administration of the Section 8 program. According to the Housing Authority of Tulare County (HATC), 662 households in Porterville (in both incorporated and unincorporated areas) receive Section 8 vouchers. Recent market conditions have resulted in disincentives for property owners to participate in the Section 8 program. The 2003-08 Housing Element includes activities to promote the use of Section 8 assistance.

Table 5-1
Porterville 1992 Housing Element Program Accomplishments

Program Name	1992 Objective	Accomplishment/ Continued Appropriateness
12. Allow Alternative Housing Types	Continue to allow secondary dwelling units, group homes, homeless facilities, mobile homes, and community care facilities.	The City zoning ordinance currently allows secondary dwelling units, group homes, mobile homes, and community care facilities. The City has recently amended the zoning ordinance to comply with the new State requirements for second units. The 2003-08 Housing Element contains a program to revise the zoning ordinance to explicitly permit transitional housing and emergency shelters.
13. Development of a Plan for the use of Housing Set-Aside Funds	Establish and periodically update a set of policies and procedures to guide the implementation of the low and moderate income housing requirements for tax increment revenues.	The housing implementation plan required under AB 1290 serves the purposes of this program. Therefore, this program will no longer be included in the 2003-08 Housing Element.
14. Fair Housing Program	Continue to promote equal opportunities for all persons.	The City continues to promote equal opportunity for all persons. The City completed an Analysis of Impediments to Fair Housing Choice (AI) in 1996, and is currently in the process of updating the AI for 2003. This program will be included in the 2003-08 Housing Element.
15. Handicapped Accessibility	Continue to implement State standards for accessibility in new housing for persons with disabilities.	The City implements State standards for accessibility in housing. City staff works with applicants to ensure accessibility improvements, and allows encroachments into setbacks for ramps or other accessibility improvements. The 2003-08 Housing Element contains a program to address constraints for persons with disabilities as set forth under SB 520.

Table 5-1
Porterville 1992 Housing Element Program Accomplishments

Program Name	1992 Objective	Accomplishment/ Continued Appropriateness
16. Mixed Use Development	Encourage mixed commercial/residential developments in the downtown area.	The City allows housing by right in the C-2 zone, and amended the General Plan policies to promote mixed-use development. One mixed use project, St. James Place, is being developed with the assistance of HOME and redevelopment set-aside funds. The project will provide 14 units and 3 commercial spaces. In addition, a transit center has recently opened in the downtown area. The City had also used CDBG funds to assist in the conversion of two residential hotels in the downtown as affordable housing - Glenwood Hotel and Porterville Hotel. The 2003-08 Housing Element includes a program to promote mixed-use development.
17. Unmet Special Housing Needs	Address current and anticipated housing needs that cannot be met through the regular interaction of the private market, including housing for low income households, homeless persons, single parents, and persons with disabilities	The City offers programs and collaborates with other entities to assist in meeting the needs of low income households, homeless persons, single parents, and persons with disabilities. Tax credit projects, the City's First-Time Home Buyer program, and the Central Valley Family Crisis Center are examples of programs and entities that assist these populations. The 2003-08 Housing Element contains several programs geared toward meeting the needs of these populations.

Table 5-1
Porterville 1992 Housing Element Program Accomplishments

Program Name	1992 Objective	Accomplishment/ Continued Appropriateness
18. Monitor Status of At-Risk Housing Units	Monitor the owner's intent to prepay FmHA loans on the Evergreen and Alderwood Apartments for potential conversion to market-rate housing. Evaluate potential actions to maintain the units as affordable housing.	The Evergreen and Alderwood Apartments did not convert to market rate uses and remain as affordable housing. However, the renewed subsidy contracts for these two developments are only for short-term. These projects will become at risk of converting to market rate housing over the planning period of the 2003 Housing Element. In addition, two other projects with Section 8 assistance – Santa Fe Plaza and La Sarena – will be at risk of losing Section 8 subsidies. A program has been included in the 2003-08 Housing Element to address at-risk housing projects.

THE NEW YORK STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION

STATEMENT OF WORK

The purpose of this statement of work is to define the scope of the project and to provide a basis for the selection of the contractor. The project is to develop a computerized system for the management of the State's natural resources. The system will be used by the Department of Environmental Conservation to track and manage the State's forests, parks, and other natural resources. The system will be developed in two phases. The first phase will be to develop a system for the management of the State's forests. The second phase will be to develop a system for the management of the State's parks and other natural resources. The contractor will be responsible for the design, development, and implementation of the system. The contractor will also be responsible for the training of the Department's staff in the use of the system. The contractor will be paid on a fixed fee basis. The fee will be \$100,000. The contractor will be selected by the Department of Environmental Conservation. The contractor will be required to submit a proposal to the Department. The proposal will be evaluated by the Department. The contractor will be selected on the basis of the proposal. The contractor will be required to submit a statement of work to the Department. The statement of work will define the scope of the project and will provide a basis for the selection of the contractor. The statement of work will be submitted to the Department by the contractor. The statement of work will be evaluated by the Department. The contractor will be selected on the basis of the statement of work. The contractor will be required to submit a statement of work to the Department. The statement of work will define the scope of the project and will provide a basis for the selection of the contractor. The statement of work will be submitted to the Department by the contractor. The statement of work will be evaluated by the Department. The contractor will be selected on the basis of the statement of work.

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CHAPTER 6

HOUSING PLAN

A. GOALS AND POLICIES

Goal A: To preserve the existing housing stock and conserve existing affordable housing opportunities.

Policy A.1: The City will encourage private reinvestment and rehabilitation of housing in older residential neighborhoods.

Policy A.2: The City will pursue local, state, and federal funding assistance that is appropriate to the City's rehabilitation needs.

Policy A.3: The City will assist interested individuals and non-profit housing corporations to acquire and/or rehabilitate housing in need of rehabilitation with the objective of preserving such units as affordable housing.

Policy A.4: The City will work with the Tulare County Housing Authority and other non-profit housing corporations to preserve Section 8 and other rent-subsidized units in the City.

Goal B: To provide adequate residential sites through appropriate land use designation and zoning to accommodate the City's share of regional housing needs.

Policy B.1: The City will maintain an adequate supply of residential land with appropriate land use designations and zoning to accommodate projected household growth and to meet its regional share of housing for all income groups

Policy B.2: The City will plan for a full range of housing types to maximize housing choices in relation to Porterville's demographic profile, and employment, transportation, and commercial services.

Policy B.3: The City will implement flexible land use regulations through planned unit development zoning to allow for a range of housing types and densities within a single development.

Goal C: To expand the City's low- and moderate-income housing opportunities.

Policy C.1: While promoting the provision of housing for all economic segments of the community, the City will seek to ensure design quality in all new residential development.

Policy C.2: The City will pursue local, state, and federal funding assistance that is appropriate to Porterville's needs to expand affordable housing opportunities for low- and moderate-income households.

Policy C.3: The City will encourage government-assisted, below-market-rate housing units to be interspersed within the development and be outwardly indistinguishable from market-rate units.

Policy C.4: The City will provide for the development of secondary residential units, as required by State law, while protecting the single-family character of neighborhoods.

Policy C.5: The City will continue to provide assistance that enables low-and moderate income households to become first-time homebuyers.

Goal D: To address the housing needs of special populations.

Policy D.1: The City will continue to implement state law regarding the establishment of group homes and residential care facilities in residential zones, but will seek to avoid overconcentration of such residences in any particular neighborhood.

Policy D.2: The City will maintain an adequate supply of appropriately designated land for special needs housing, including seniors, disabled persons, large households, farmworkers, the homeless, and transitional persons.

Policy D.3: The City will encourage the development and rehabilitation of housing that is accessible to persons with disabilities.

Policy D.4: The City will pursue land use policies that allow small residential developments and individual housing units meeting special needs to be integrated into existing neighborhoods and new residential developments.

Policy D.5: The City will work with surrounding jurisdictions to address the needs of transient homeless persons on a regional basis.

Goal E: **To assure that all present and future residents have equal access to housing, commensurate with the financial capacity, without discrimination.**

Policy E.1: The City will provide public information on the state and federal fair housing laws.

Policy E.2: The City will refer discrimination complaints and requests for services to appropriate fair housing agencies.

Policy E.3: The City will cooperate with community-based organizations that provide services or information to victims of housing discrimination.

Goal F: **To reduce governmental constraints to the development, improvement, and preservation of housing, particularly to housing affordable to lower and moderate income households.**

Policy F.1: The City will establish and maintain development standards that support housing production while protecting quality of life goals.

Policy F.2: The City will continue to provide for timely and coordinated processing of residential development projects to encourage housing production within Porterville.

Policy F.3: The City will review its fee structure, including development fees, impact fees, and other municipal costs, periodically to ensure that they do not unduly constrain the production of housing, especially affordable housing.

Goal G: **To Ensure Adequate Services to Infrastructure and Housing.**

Policy G.1: New residential projects shall be designed to facilitate alternative modes of travel.

Policy G.2: The City will promote infill residential development within the Redevelopment Area and other older parts of the City where adequate public facilities and services are already in place.

Policy G.3: Support policies and programs that will help achieve compliance with Federal and State regulations relating to stormwater pollution prevention.

B. PROGRAMS AND ACTIONS

The goals and policies contained in the Housing Element address Porterville's identified housing needs and are implemented through a series of housing programs. These programs define the specific actions the City will undertake to achieve the stated goals and policies. Funding sources for implementing the five-year objectives are also listed. These housing programs include programs currently in operation in the City and new programs that have been added to address the City's unmet housing needs. A housing program often implements more than one policy and sometimes, more than one goal. The programs are categorized by the primary goal for which the programs are intended.

Goal A: To preserve the existing housing stock and conserve existing affordable housing opportunities.

A.1 Home Rehabilitation Loan Program

This program assists low income single-family homeowners with needed repairs by providing direct, 30-year, deferred loans of up to \$15,000 for units built in 1979 or later or up to \$5,000 for units built prior to 1979. The funds may be used to correct code violations, safety repairs, accessibility improvements, and energy conservation measures. The City received a \$200,000 HOME grant from the State Department of Housing and Community Development (HCD) to provide home rehabilitation loans over the next three years. Currently, there is a long waiting list of applicants for home rehabilitation assistance. The City is processing loans for applicants on the waiting list and once the list is exhausted the City will reopen the program for new applications.

Five-Year Activities:

- Continue to offer rehabilitation assistance to income-qualified households
- Continue to market this program at public counters and through other media (e.g. newspaper)
- Depending on the rate of expenditure, re-apply to HCD for additional HOME funds in future years

Quantified Objectives:

Assist approximately 20 households with current funding through April 2006, with an objective of assisting 10 households annually if additional funding becomes available.

Funding Sources:

CDBG entitlement funds and program income; 2002 HOME funds and program income

Responsible Agencies:

Community Development Department

A.2 Preservation of Affordable Rental Housing

Several publicly assisted housing projects may be at risk of converting to market-rate housing due to expiration of subsidy contracts. To the extent feasible, the City will work to preserve the affordability of these units in partnership with the property owners, public agencies, and other interested parties.

Five-Year Activities:

- Monitor the at-risk status of projects annually and contact project owners to discuss preservation options and incentives.
- Work with the HATC to provide technical assistance to tenants regarding the availability of Section 8 vouchers in case units are converted to market-rate housing.
- Work with property owners and nonprofit housing providers to pursue the preservation of the at-risk units.

Quantified Objectives: Work to preserve the affordability of 274 units.

Funding Sources: Rural Development subsidy renewals; HUD Section 8 vouchers; State Farmworker Housing funds; HOME; and others

Responsible Agencies: Community Development Department

Goal B: To provide adequate residential sites through appropriate land use designation and zoning to accommodate the City's share of regional housing needs.

B.1. Vacant and Underutilized Sites Inventory

As part of this Housing Element update, the City has reviewed its residential land inventory for vacant and underutilized sites available for housing development within the time frame of this Element. The City will ensure an adequate supply of residentially designated land to accommodate the Regional Housing Needs Allocation (RHNA).

Five-Year Activities:

- Annually, or upon major General Plan amendments or annexation, update the sites inventory and provide information on available sites to interested developers.
- Identify sites with infill and mixed-use opportunities (see Programs B.3 and B.4).

Funding Sources: General fund

Responsible Agencies: Community Development Department

B.2 Annexation

The City currently has two privately-initiated annexation applications in process that have significant potential for future residential development. One application involves an area of approximately 43 acres. This area is planned for low-density residential development. The second annexation application involves an area of approximately 80 acres. Land uses planned for this area include: a school (10 acres), low-density residential (60 acres), and high density residential (10 acres).

Five-Year Activities:

- Complete annexation of two areas, totaling over 120 acres, by the end of 2005.

Funding Sources:

Private investment - annexation fees
General fund - services

Responsible Agencies:

Community Development Department

B.3 Mixed-Use Development

The City recently amended the Zoning Ordinance to permit residential uses above retail uses in the downtown. To facilitate mixed-use developments, the City offers a variety of incentives:

- The City has established a parking district to address parking demands in downtown. Developments that do not involve an increase in square footage are not required to provide for additional parking.
- For adaptive reuse projects, development application review and approval is performed at the staff level as long as the project meets fire, building, and health and safety codes, and addresses ingress/egress issues.
- A development envelope of 2.0 Floor-Area-Ratio (FAR) is provided.
- Potential funding assistance includes redevelopment and HOME funds, as well as other available resources.

Five-Year Activities:

- Identify potential sites for redevelopment into mixed-use projects by the end of 2004 and provide the list of available sites to developers to encourage residential development.
- Offer incentives, as appropriate and feasible, to promote mixed-use projects.
- Pursue additional HOME funds for other mixed-use projects.

Funding Sources:

General fund; HOME funds; redevelopment funds

Responsible Agencies:

Community Development Department

B.4 Infill Development

The City is in the process of researching the feasibility of various incentives to encourage infill development. These may include:

- Financial assistance to make infrastructure and other public improvements.
- Reduced to modify open space, parking requirements, and/or other development standards, as appropriate.

Five-Year Activities:

- If feasible, develop infill incentives by the end of 2005.

Funding Sources: Grants and general fund

Responsible Agencies: Community Development Department

Goal C: To expand the City's low- and moderate-income housing opportunities.

C.1 Home Buyer Assistance

The City recognizes homeownership is a desire of many Porterville residents. Through the First-Time Home Buyer (FTHB) program and development of affordable ownership housing, the City extends affordable homeownership opportunities for many lower income households.

First-Time Low Income Home Buyer Program: Under this program, the applicant must be a first-time home buyer that earns 80 percent or less of the area median income. The applicant must also be able to qualify with a participating lender for a first mortgage and provide a percentage of the down payment from their own personal assets. The City provides a secured second trust deed loan to fill the gap, providing down payment and closing cost assistance up to \$20,000. Existing homes to be financed under this program must be constructed after 1978, unless the dwelling unit passes a visual assessment that reveals no sign of deteriorated paint surfaces that could contain lead paint. Since the initiation of this program in 1993, this program has assisted nearly 200 families to purchase homes in the City of Porterville.

Affordable Ownership Housing Development: To expand affordable homeownership opportunities in Porterville, the City has assisted with the development of ownership housing. Specifically, the City utilized a CalHFA loan to the Redevelopment Agency for the development of Casas Buena Vista. A total of 82 affordable ownership housing units will be available to low income households. The City will continue to pursue similar opportunities as funding permits.

Five-Year Activities:

- Continue to assist income-qualified homebuyers in Porterville through the First-Time Home Buyer and other programs.
- Apply for additional funding under the CalHOME and HOME programs as needed.

Quantified Objectives:

Assist 40 households with current available funding through October 2004, with an objective of assisting 20 households annually if additional funding becomes available. Complete construction of Casas Buena Vista with the objective of assisting 82 low income households achieve homeownership.

Funding Sources:

CalHOME funds; CDBG program income; 2002 HOME funds; redevelopment set-aside funds and set-aside match for HOME funds; HOME program income

Responsible Agencies:

Community Development Department; Community Development Financial Assistance Review Committee

C.2 Home Buyer Education Classes

The City currently provides home buyer education classes in English and Spanish to low income persons and families once a month during the evenings. The class provides information on the advantages and disadvantages of home ownership, how to work with a realtor, what to look for in selecting a home, understanding the loan and escrow process, and learning how to maintain a home. Upon completion of the class, the participant receives a Certificate of Completion making them eligible to participate in the City's First Time Home Buyer Program.

Five-Year Activities:

- Continue to offer Home Buyer Education Class once a month.

Funding Sources:

CDBG entitlement funds

Responsible Agencies:

Community Development Department

C.3 Mortgage Credit Certificate Program

The City participates in the County Mortgage Credit Certificates (MCC) program. The MCC program is administered by the Housing Authority of Tulare County (HATC) and allows lower and moderate income first-time homebuyers to take 20 percent of their annual mortgage interest as a dollar-for-dollar tax credit against their federal income tax.

Five-Year Activities:

- Continue to adopt resolution of approval to participate in this program.

Funding Sources: MCC federal income tax credits to provide assistance via the County program; no funding required from the City

Responsible Agencies: City Council

C.4 Lease-to-Own Program

The City recently began participation in the Pacific Housing and Finance Agency (PHFA) Lease-to-Own Program. This program promotes affordable home ownership opportunities for low and moderate income households earning up to 140 percent of area median income.

PHFA, a joint powers authority, provides assistance towards home loan down payment and closing costs. Under the lease/purchase program, the purchaser must contribute an initial fee equal to one percent of the home's purchase price. The PHFA will put three percent down on each home. The lease/purchasers will then make monthly payments roughly equivalent to mortgage payments. After 38 months of leasing the property, the lease/purchasers can purchase the homes by assuming the mortgages. The joint powers authority will also pay closing costs.

Five-Year Activities:

- Continue participating in this program and advertise the availability of home buyer assistance at public counters, the City website, and newsletter.

Quantified Objectives: Assist 5 households annually

Funding Sources: PHFA bond financing to provide assistance via PHFA; no funding required from the City

Responsible Agencies: PHFA; City Council; Community Development Department

C.5 Section 8 Rental Assistance

The HATC administers the Section 8 Rental Assistance program for Porterville. The Section 8 program extends rental subsidies to very low income households who cannot afford the cost of rental housing. The Section 8 program offers a voucher that pays the difference between the current fair market rent established by HUD and what a tenant can afford to pay (typically at 30 percent of household income). As of March 2003, 662 households in Porterville (in both incorporated and unincorporated areas) receive Section 8 vouchers through HATC.

Five-Year Activities:

- Promote the use of Section 8 via City website, newsletter, and brochures at public counters.
- Encourage property owners to rent units through this program by providing information at public counters and referring property owners to the HATC.

- Work with affordable housing developers to obtain Section 8 assistance for new construction projects by providing letter of support for funding application.

Funding Sources: HUD Section 8 allocation

Responsible Agencies: HATC; Community Development Department

C.6 Local, State, and Federal Funding

Development of affordable housing in Porterville, particularly for very low income housing, typically requires substantial leveraging with public funds. Often, multiple layers of funding are required to address the deep subsidies required. Recent affordable rentals for families (Porterville Family Apartments) were developed with Low Income Housing Tax Credits and affordable single-family homes for families (Buena Vista) were developed with Redevelopment Housing Set-Aside funds.

The City will continue to pursue available local, state, and federal funding sources in cooperation with private developers, non-profit housing corporations, the HATC, and other interested entities to provide affordable housing. Funding will be targeted to facilitate the development of housing for families (including large families and farmworker families), seniors, and persons with disabilities. The City has been successful in obtaining HOME and CalFHA funds to expand affordable housing opportunities through new construction or downpayment assistance. The City will continue to monitor the funding availability under these and other available programs and pursue funding as appropriate.

Five-Year Activities:

- Continue to work closely with developers to pursue Low Income Housing Tax Credits by expediting project review.
- Annually identify programs to pursue based on the likelihood of funding, including HOME funds and CalFHA.

Funding Sources: General fund

Responsible Agencies: Community Development Department

Goal D: To address the housing needs of special populations.

D.1 Emergency Shelters and Transitional Housing

State law requires that a jurisdiction specify the zoning district(s) where emergency shelters and transitional housing facilities for the homeless are permitted. The Porterville Zoning Ordinance currently does not specify the zoning district(s) in which emergency shelters and/or transitional housing are permitted. The Zoning Ordinance permits institutional uses (including residential care facilities) in R-3 and R-4 zones through the conditional use permit process. However, emergency shelters and transitional housing are not expressly identified as uses included under the category of institutional uses. The City will amend the Zoning Ordinance to specify emergency shelters and transitional housing as institutional uses permitted in the R-3 and R-4 zones with a conditional use permit. Conditions for approval will relate primarily to the performance and operation of the proposed facilities (such as parking requirements) and will not unduly constrain the development of such facilities. Specifically, conditions required will be similar to those for similar uses in the same zones, regulating only the use but not the users. The Porterville City Council serves also as the Planning Commission. Discretionary permit approval requires only one public hearing.

Five-Year Activities:

- Amend Zoning Ordinance to incorporate provisions for emergency shelters and transitional housing by the end of 2005 (see Program F.1).

Funding Sources: General fund

Responsible Agencies: Community Development Department

D.2 Housing for Persons with Disabilities

As required by SB 520, the City reviewed its zoning provisions, land use controls, permit and processing procedures, fees and exactions, and building codes to determine if any governmental constraint may impede the development and improvement of housing for persons with disabilities. Based on this review, the City did not identify any specific constraint that may impede housing opportunities for persons with disabilities. Requests for reasonable accommodation are reviewed and approved at the staff level. The Zoning Ordinance also contains provisions for licensed community care facilities that are consistent with State laws. Through plan checks and building inspections, the City ensures that developers comply with ADA requirements. However, the City will conduct more detailed research for promoting the development of such housing to meet the needs of its residents. Specifically, as part of the City's research on incentives to promote infill and affordable housing, the City will explore techniques and incentives to encourage the development of housing for persons with disabilities.

Five-Year Activities:

- Conduct research and develop infill housing incentives, including techniques to encourage housing for persons with disabilities by the end of 2005.

- Continue to monitor City development standards and policies to ensure such standards and policies do not impede housing opportunities for persons with disabilities.

Funding Sources: General fund

Responsible Agencies: Community Development Department

Goal E: To assure that all present and future residents have equal access to housing, commensurate with the financial capacity, without discrimination.

E.1 Fair Housing

Porterville cooperates with federal, state, and regional agencies to promote open housing choice and equal housing opportunity. Depending on the nature of the complaints, Porterville currently refers complaints regarding housing discrimination to the Legal Aid of Central California, California Rural Legal Aid, and Self Help Enterprises, Fresno County Housing Authority (Fair Housing Unit), and State Department of Fair Employment and Housing.

Five-Year Activities:

- Continue to implement fair housing referrals.
- Conduct an analysis of impediments to fair housing choice in 2003 to identify potential impediments in the public and private sectors and pursue measures to mitigate the identified impediments.
- Continue to post fair housing posters and referral information at City Hall, public counters, and community facilities.
- Add fair housing resources on City website by the end of 2004, including fair housing and legal assistance agencies, the State Department of Fair Employment and Housing, California Association of Realtors, and U.S. Department of Housing and Urban Development (local office of Civil Rights Monitoring)

Funding Sources: General fund; CDBG entitlement funds

Responsible Agencies: Community Development Department

Goal F: To reduce governmental constraints to the development, improvement, and preservation of housing, particularly to housing affordable to lower and moderate income households.

F.1 Zoning Ordinance Revisions

To facilitate and encourage the development, rehabilitation, and preservation of housing in Porterville, the City will address several zoning revisions.

a. Definition of Family Household

The Porterville Zoning Ordinance defines a family as “an individual, or two or more persons who are related by blood or marriage, or a group of not more than five persons not necessarily related by blood or marriage. This definition is a potential constraint upon low income individuals whose financial circumstances may force them to live in shared living quarters. Specifically, inclusion of the definition of a “family” in the Zoning Ordinance presents misconceptions about enforcement that is beyond the authority of the Ordinance.

b. Residential-Agricultural (R-A) District

California law requires that farmworker housing for 12 or fewer employees be permitted by right in all agricultural zones. While Porterville’s General Plan includes an agricultural land use designation, no corresponding zoning district implements this land use designation. The R-A district is intended to accommodate only small-scale agricultural pursuits and include some properties with “hobby farms.” The district is not intended for commercial-scale farming operations that warrant the provision of farmworker housing.

c. Density Bonus

In accordance with State density bonus law, the City will adopt a local ordinance that provides for density and other incentives for the development of affordable housing. Specifically, a 25 percent density bonus and at least one regulatory concession or incentive will be granted if a developer agrees to any one of the following:

- 20 percent of the total units of a housing development for lower income households
- 10 percent of the total units of a housing development for very low income households
- 50 percent of the total units of a housing development for seniors
- 20 percent of the total units in a condominium project for moderate income households

d. *Emergency Shelters and Transitional Housing (see also Program D.1)*

The City will amend the Zoning Ordinance to specify emergency shelters and transitional housing as institutional uses permitted in the R-3 and R-4 zones with a conditional use permit. City staff will work with nonprofit organizations to identify appropriate sites for such facilities. Process and procedures required for the development of transitional housing and emergency shelters will be similar to those established for similar uses in the same zones. In addition, the City participates in the countywide Continuum of Care Strategy to pursue funding to assist the homeless.

e. *Compliance with ADA*

The City will evaluate the Zoning Ordinance for compliance with ADA requirements, ensuring that development standards and permit procedures do not constrain the development and improvement of housing for persons with disabilities.

Five-Year Activities:

- By the end of 2005, the City will amend the Zoning Ordinance to:
 - a) remove the definition of a “family”;
 - b) clarify the intent and permitted uses in the R-A district;
 - c) adopt a density bonus ordinance;
 - d) incorporate provisions for emergency shelters and transitional housing; and
 - e) evaluate Zoning Ordinance for ADA compliance.

Funding Sources: General Fund

Responsible Agencies: Community Development Department

Goal G: To Ensure Adequate Services to Infrastructure and Housing.

G.1 Infrastructure Improvements

Infrastructure improvements represent a significant cost factor for housing development in Porterville. To facilitate the development of affordable housing, the City has provided financial assistance for necessary infrastructure improvements using redevelopment set-aside funds, CDBG funds, and other State and federal funds. The City will continue to evaluate appropriate projects for receiving financial assistance.

Five-Year Activities:

- Continue to leverage redevelopment funds, CDBG, and other funding sources for necessary infrastructure improvements to encourage the production of affordable housing units.
- Continue to pursue additional funding sources to expand affordable housing opportunities.

Funding Sources: CDBG funds; redevelopment tax increment

Responsible Agencies: Community Development Department; Public Works Department

Summary of Program Activities

Units to be Constructed: Ensure adequate sites are available for the construction of 3,453 units (1,029 very low income, 714 low income, 392 moderate income, and 1,318 above moderate income units).

Units to be Rehabilitated: Assist 20 households through 2006 (estimated 10 very low and 10 low income households)

Households to be Assisted: Provide homeownership assistance to 40 households (estimated 10 very low and 30 low income households)

Units to be Conserved: Conserve 274 very low income units at risk of converting to market-rate housing

1. The first part of the report is a general introduction to the subject of the study.

2. The second part of the report is a detailed description of the methods used in the study.

3. The third part of the report is a discussion of the results of the study.

4. The fourth part of the report is a conclusion and a list of references.

5. The fifth part of the report is a list of appendices.

6. The sixth part of the report is a list of figures and tables.

7. The seventh part of the report is a list of footnotes.

8. The eighth part of the report is a list of acknowledgments.

9. The ninth part of the report is a list of abbreviations.

10. The tenth part of the report is a list of symbols.

11. The eleventh part of the report is a list of equations.

12. The twelfth part of the report is a list of definitions.

13. The thirteenth part of the report is a list of terms.

14. The fourteenth part of the report is a list of units.

15. The fifteenth part of the report is a list of symbols.

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